

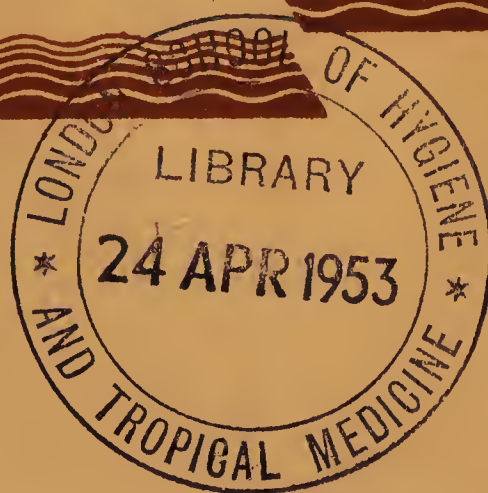
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Nigeria

1951



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COLONIAL OFFICE

REPORT ON

NIGERIA

FOR THE YEAR

1951

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PART I

Review of the Year 1951

THE NEW CONSTITUTION

IN annual reports of this kind it is sometimes not easy to pick out this or that event or series of events as the most important of the year. For 1951 there is no such difficulty. The most important event of the year in Nigeria was undoubtedly the bringing into force of the new constitution by the Nigeria (Constitution) Order in Council, 1951, and other statutory instruments.

This constitution gives new responsibilities and opportunities to Nigerians in public life and to ordinary citizens. Under the previous constitution the Legislature was already predominantly a Nigerian body. Under the new constitution not only has the Central Legislature become a House almost entirely composed of African elected representatives, but the principal instrument of policy corporately responsible for executive action is now a Council of Ministers of which the majority of members are Nigerians. Similar large responsibilities are given to Nigerians in the three Regions, Northern, Western and Eastern, into which Nigeria is now divided. The Regional Houses, composed almost entirely of Nigerians, may legislate on a large number of important subjects from agriculture to town planning; similarly the principal instrument of policy with corporate responsibility for executive action in each of the Regions is a Regional Executive Council with a Nigerian majority.

Nearly all the members of these Regional Houses are chosen by electoral colleges formed in various ways in the different Regions. In all the Regions, however, the first stage for choosing representatives is a series of primary elections at which all adult male taxpayers may vote. Thus, in 1951, for the first time in Nigeria's history, the country went to the polls. The procedure was entirely strange in many parts and a country-wide campaign had to be undertaken by the Public Relations Department, the Administration, Native Authorities and others to bring home to the people the significance of the new constitution, and make known to them the times and places of elections and the way to record their votes. Some idea of the extensive administrative arrangements necessary for the election is given by the fact that in the Kano Province alone 5,747 primary elections were held.

In the first two Appendices to this Report there are more detailed accounts of the elections in various parts of the country, and only a few generalisations will be given here in so far as such generalisations are possible in a country as large as Nigeria where conditions vary so widely.

First it should be put on record that, strange as the procedure was to many Nigerians, the elections were carried through with orderliness and decorum. There were very few complaints and protests and the

only serious disorder at election time was in Benin Province where there was violent electioneering by the two main parties—the Otu Edo and the Reformed Ogboni Society. Both local government elections and elections for the Western House of Assembly had to be postponed for some time as a result of the troubles there.

Interest in elections varied, but on the whole it was true that, as one would expect, the intermediate and final stages of election to the Regional Houses attracted more interest than the primaries. Interest in these was least in isolated rural areas or in areas like Bamenda Province where there is a strong feudal tradition and the idea of electing representatives is entirely novel.

The number of contested primaries was sometimes only a very small proportion of the number of primary electoral units. In Ikot Ekpene there was only one contest in 450 such units. But this did not necessarily mean that an election had not taken place. The villagers would often come together and make their own choice before the election date, then simply notify the Returning Officer on the date that such and such a person had been chosen without a contest. An example of that procedure is given in the Report on the Western House of Assembly elections set out in Appendix A ; the electoral officer in one area received a certificate on 30th July stating that the primary election had been held at 12 noon on 13th August and that such and such a person had been elected. When contests did take place in the primaries, voting was mainly for persons, not political parties. Party politics only appeared in the towns (in Calabar for instance where the primaries were fought on a party basis between the N.C.N.C.* on one side and the Calabar Welfare Group and Calabar Improvement League on the other), and in the later stages of the electoral colleges. In Kano, for example, the N.E.P.U.† and the N.C.N.C. joined forces and obtained all four places allotted to the Birnin-Kano area in the final electoral college, though none of the four members of these parties was eventually elected to the Northern House of Assembly.

In the final electoral colleges there was usually intense competition between the members for election to the Regional Houses. In the Plateau Province, as is described in Mr. Niven's article in Appendix B, all 60 members of the college nominated themselves for election to the Northern Regional House. In Bornu, of an electoral college of 95, nearly half the members offered themselves for election for the eight provincial seats in the Northern House.

The candidates returned at all levels were a fair cross section of the population. The 697 candidates returned in the primaries at Ikot Ekpene were made up as follows :

Farmers	.	.	.	.	399
Traders	.	.	.	.	222
Artisans	.	.	.	.	38
Teachers	.	.	.	.	19
Clerks	.	.	.	.	4
Others	.	.	.	.	15

* National Council of Nigeria and the Cameroons.

† Northern Elements Progressive Union.

In the North the members elected to the House of Assembly included a large number of Native Authority officials, but these were by no means the only class of persons chosen. The eight members from the Benue Province, for instance, included three Native Treasury officials, two school masters, one Government Clerical Service pensioner, one editor and one contractor. The five members from Zaria comprised two heads of Native Administration departments, one district head, one newspaper editor and a non-Moslem headmaster of a Mission school.

LOCAL GOVERNMENT

Although the introduction of the new constitution overshadowed the changes that are taking place in local government, these should certainly not be overlooked in any account of the chief events of the year. The introduction of modern and democratic local government institutions continues and the influence of United Kingdom practice is becoming strongly marked. In the North where the Native Authority system evolved has been copied so widely all over tropical Africa, a Joint Select Committee of the Northern Regional Council was appointed to examine the whole local administrative structure. Its recommendations have now been accepted by the Lieutenant-Governor. They include the abolition of chiefs as sole Native Authorities. Chiefs have now agreed that they will be bound by the advice of their Councils except when the District Officer or Resident agrees that the chief may deviate from that advice. Other recommendations included the extension of the system of "Outer Councils," the possibility of establishing Local Government Committees and the increased delegation of financial powers to Native Administrations.

In the West further increases have been made in the proportion of elected persons on Native elected Councils. In Oyo Division, for instance, where until 1945 the Alafin was sole Native Authority, today he is President of a Divisional Native Authority Council, two-thirds of the members of which are elected commoners. Small Native Authorities are being federated into larger and stronger units and there are now only 53 Native Authorities in the Region compared with 147 in 1945. The system of Native Authority Committees is being extended, and these now include Educational Committees, Committees on Native Law and Custom and Executive Committees to deal with minor matters which may arise between full meetings of Native Authority Councils. Some Native Authorities are appointing executive officers or secretaries with much the same functions as the clerk of an English local authority. Six Native Authority employees from the Region went overseas in 1950 to study local government in England and both officials and councillors attended courses in local government arranged in 1951 by the Department of Extra-Mural Studies of the University College at Ibadan.

In the West and North local government reform is being carried out by the modification of existing institutions. In the East, for reasons explained in more detail in Part III, Chapter 3, it has been decided to

do away with the Native Authority system and set up a series of councils on familiar English lines. The Eastern Region Local Government Ordinance (No. 16 of 1950), empowering the establishment of these councils, was passed in 1950 ; the Ikot-Ekpene County Council, the first County Council to be set up under this Ordinance, came into being on 1st April, 1951.

Preliminary plans have been prepared for the organisation and introduction of similar councils in Owerri Province.

THE CIVIL SERVICE

The increased responsibilities of Nigerians in central and local government have been accompanied by increased opportunities for work in Senior Civil Service posts. From the time when the recommendations of the 1948 Commission on the Nigerianisation of the Civil Service were accepted by the Nigerian Government, up to the end of 1951, 410 Nigerians had been appointed or promoted to Senior Service posts, and over 400 awards of scholarships and grants for training courses had been made. In addition study leave has been given to some 100 Junior Service Officers to enable them to improve their skills or knowledge. One hundred and fifteen Government scholarships were awarded during 1951. Of the students receiving them, 61 came from the West, 46 from the East and only eight from the North which, with half the population of the country, is still behind the West and East in the numbers and range of its schools.

The Nigeria Constitution Order in Council, 1951, established a Public Service Commission to advise the Governor on matters affecting the Public Services.

FINANCE

All the political activity and the large scholarship schemes described above have been facilitated by the buoyancy of Nigerian revenue in the post-war years. Commercial activity has been intense, the prices of Nigerian exports high, and revenue has reached new levels. Under the new constitution the Regions will have revenues of their own as opposed to simply receiving an allocation from central revenue, and the recommendations of a strong Revenue Allocation Commission setting out principles on which the creation of regional revenues might be based have been broadly accepted by Government. Details are given in Part II, Chapter 3 below. In September, 1951, a Nigerian Government loan of £6,800,000 was floated on the London market to help finance the development programme. It was heavily over-subscribed.

As might be expected the volume of currency in circulation has risen greatly in recent years, and during 1951 demands for currency reached unprecedented levels. The currency in circulation in 1951 was over £39,000,000, over six-and-a-half times the amount in circulation in 1941. The existence of this vast volume of currency was one of the factors responsible for the springing into existence of a number of mushroom banks. A Banking Bill was prepared in 1951 to control

the establishment of banks in the interest of the public and of the banking profession.

COMMERCE

The value of external trade during 1951 was nearly £215,000,000. This was nearly £63,000,000 more than the 1950 figure of £152,000,000 which was at that time the highest figure reached in the history of the country. Imports amounted to over £84,000,000 and there was some rise in the quantity of goods supplied, in spite of some shortages, as well as in their value. The United Kingdom remained much the most important supplier, but its share of Nigeria's import trade dropped to 52 per cent from 60 per cent in 1950. There was a striking increase in imports both from Germany and from Italy. Cotton piece-goods remained the chief import with rayon products second ; the value of rayon imports has risen by over 220 per cent since 1949.

The total value of exports was over £130,000,000 compared with £90,000,000 in 1950. The increases in 1951 were mainly due to the sharp rise in prices paid for practically all Nigeria's principal exports. Cocoa, oil palm produce and groundnuts remained the leading exports. There were large increases in the production of rubber and timber ; cocoa and cotton production also rose but the 1950-51 groundnut crop was the poorest for many years. The 1951-52 groundnut crop, however, was over 400,000 tons, the largest ever recorded in the country.

PRODUCTION

Local food crops during 1951 were above average, but there is a great need for improvement in production methods if Nigeria is to become a richer country. The prices of export crops were very high and the quantity maintained much the same level as in the previous year. There were some very satisfactory improvements in quality which are highly necessary if Nigerian products are to withstand world competition. No less than 96 per cent of the cocoa bought by the Cocoa Marketing Board during the 1950-51 season was Grade I, and the Board now no longer purchases Grade III or Grade IV. The tonnage of special grade oil rose from 374 tons in 1950 to no less than 8,000 tons in 1951. The Board has renewed an agreement with the Ministry of Food which will assure Nigeria for some years ahead with a certain market for her exportable surplus of oil and oil seeds.

Very large sums of money are being devoted by the Regional Production Development Boards to the improvement of production methods both for food crops and export crops which is so essential to the well-being of the country. A list of the Boards' most important schemes is given in Chapter 6. They include the operation of oil mills in the West and East, the distribution of artificial fertilisers, particularly in the North, the elimination of tsetse in potential farming areas of Zaria, Kano and Katsina Provinces, a survey of cocoa soils, the establishment of a 20,000 acre cattle ranch in the East and a scheme for mechanising rice cultivation in Sokoto. In addition to all these pro-

jects the Boards are spending large sums on the improvement of roads.

These important schemes being undertaken by the Boards demand large sums of money. But money is not enough if production in Nigeria is to be increased to the levels essential for the country's prosperity. A spirit of self-help in the hearts of the people is also equally essential. That is why the community development work being undertaken, particularly in the East, under the direction of Mr. E. R. Chadwick, O.B.E., is so very important. Community development work in that Region includes the completion of 600 miles of motor roads with another 300 miles under construction, and the building of 34 maternity units, 26 village halls, 61 improved markets, five co-operative consumer shops, 87 village schools, 23 domestic science schools and 54 segregation villages for lepers. All this work is being undertaken with the sum of only £50,000 a year set aside for five years from Colonial Development and Welfare funds.

Progress was also made during the year in combating those diseases of plants and animals which constantly hinder efforts at production increases. The Western Regional Production Development Board is financing the campaign against swollen shoot disease by which each infected area is sealed off by a *cordon sanitaire*. Progress so far has been encouraging. There were also encouraging results from the use of antrycide as a prophylactic against trypanosomiasis in an experiment on cattle travelling on the hoof through tsetse-infested areas between Kano and Ilorin.

The volume and value of timber exports increased very greatly during the year, but this was due to a temporary timber boom which has since subsided.

Mining output was much the same as in 1950, but, owing to the exceedingly high prices of tin, tin exports were worth about 49 per cent more than they had been in the previous year. The plans for development of the lead-zinc deposits at Abakaliki continue, and the Shell D'Arcy Company continue their investigations into the possibilities of an economic oil field in the Eastern Region.

The most important new industrial establishments set up were a fruit-canning factory at Ibadan, financed by the Western Regional Production Development Board, and textile weaving mills at Lagos and Kano, owned by Nigerian companies and initially operated on their behalf by the Department of Commerce and Industries.

Co-operative societies had a year of ups and downs. Credit societies continue to flourish, particularly in Calabar, but some of the other types of societies were not so successful. An interesting development was the formation of a Co-operative Group Farming Society at Asejire in the Western Region. The formation of this society was sponsored by the Western Regional Production Development Board who will plant and maintain permanent crops in the area while the member farmers inter-plant annual crops and harvest the fruit of the permanent trees. Asejire is in an area where cocoa trees are dying of swollen shoot, and where farmers need alternate sources of income.

EDUCATION

Good progress was made with the building of the Halls of Residence and other buildings on the new site at Ibadan University College. When these buildings are complete, the College will be able to move from the present temporary site and to extend its numbers considerably. The Nigerian Government has provided the sum of £1,500,000 to build a teaching hospital at the College.

A start was made with the construction of the Nigerian College of Arts, Science and Technology, which will provide technical education at the higher levels. The educational expansion that has been such a marked feature of post-war years continued during 1951, and there was an increased demand for education from all classes in the Northern Region.

Government expenditure on grants-in-aid has by now become so heavy that, as was mentioned in the 1950 Report, the local communities will soon have to bear an increased share in the cost of primary education. A few local authorities have already approved education rates.

The demand for adult education has increased and the total 1951 enrolment in adult education classes was 88,700, an increase of 26,000 over the 1950 figure.

HEALTH

There was rapid expansion in the medical services of Nigeria during the year ; progress was greatly helped by the improvement in the recruitment of staff. Three new general hospitals were completed and many existing hospitals improved or enlarged. Nurses' training was improved and extended. Progress was made with the establishment of a Medical School in the Northern Region at Kano. There were most important and encouraging results in the treatment of leprosy by sulphone at Uzuakoli. The experimental malaria scheme at Ilaro has made a most promising start. A new Rural Health Service has been established and the number of maternity and child welfare clinics increased.

HOUSING

The most interesting development of the year was the work on the new satellite town at Apapa being carried out by the Lagos Executive Development Board. The creation of the town involves the reclamation of swamp land by the dredging of some 5,000,000 cubic yards of sand from the lagoon. Successful experiments have been made with a surface for the town's roads which will be cheap and require the minimum of stone, which is not obtainable nearby. Details are given in Chapter 7.

BUILDINGS

Many large and important public buildings were constructed during the year. These included, in Lagos, the House of Representatives building and the offices for the Governor and Council of Ministers.

Work elsewhere on buildings required for the operation of the new constitution included the completion of the Lugard Memorial Hall in Kaduna, and large extensions to the Secretariat buildings at Kaduna and Ibadan. Other buildings under construction in Lagos include a six-storey block of offices, which will be one of the tallest buildings in the city, and a new Supreme Court to replace the altogether inadequate present structure in Tinubu Square.

COMMUNICATIONS

The country's road system was further extended and there are now over 28,200 miles of road. The Railways had a much better year than was anticipated, but there is still anxiety over the slow rate of repair in the workshops. A Railway "go-slow" strike in December dislocated traffic movements. There is an urgent need for improvement in port facilities at Lagos, and a large extension is being built to the deep-water wharf at Apapa.

BROADCASTING

The new Nigerian Broadcasting Service was established during the year. It has been decided to build a 20 k.w. National Station which will give out a signal as strong or stronger than the powerful station at Brazzaville. There will be $7\frac{1}{2}$ k.w. short wave transmitters at Kaduna and Enugu. It is aimed to train Nigerians to do as much of the work as possible and six Nigerians were sent to the B.B.C.'s special Colonial Broadcasting Course in August, 1951, with encouraging results.

PUBLIC RELATIONS

Much of the time of the Public Relations Department during the year was taken up with a countrywide educational campaign about the new constitution. A series of pamphlets were issued in English and vernaculars dealing with the structure of the constitution, and with questions affecting the different Regions. A special pamphlet of questions and answers was issued to clarify points raised in public discussion following the distribution of the main series of pamphlets. The Department's cinema vans were widely used during the campaign. They toured rural areas and showed films depicting parliamentary procedure. Special articles and notices giving instruction and advice to voters were also published in the local press.

Other activities of the Department included the showing of the film "Smallpox" made by the Film Production Unit, and described by London critics as one of the best documentaries of its kind ever produced by a Colonial Unit.

The Regional Public Relations Office at Enugu produced in May, 1951, the maiden issue of a weekly paper *The Eastern Outlook and Cameroons Star*. The paper is sold at 2d. per copy instead of being given away free like the *Nigeria Review* issued by the Public Relations Department, but had already obtained a circulation of 10,000 by the end of the year.

SPORT

Nineteen-fifty-one was a great year for Nigerian athletics. During the year the International Olympic Association approved Nigeria's participation in the Fifteenth Olympiad due to take place at Helsinki during the summer of 1952. Interest was stimulated by the visits of Arthur Wint and E. MacDonald Bailey, and of J. A. Jeffrey, the Oxford University Athletic Club Coach. Funds were raised locally for an Olympic Team after some very encouraging results at the Nigeria Athletic Championships, particularly by the high jumpers, four of whom cleared 6 ft. 6 ins.

PART II

Chapter 1 : Population

NUMBERS

THE estimated population of Nigeria is at least 26,000,000. The last census was in 1931 when the population was estimated at just under 20,000,000. The present figure is based on the annual estimates made by the Provincial Administration of the population of the various administrative divisions of Nigeria and the Cameroons. The estimates are made from the annual returns of taxpayers and their accuracy varies. They are of limited value as guides to population trends, if only for the reason that women are not subject to direct taxation over most parts of the country. The numbers of women and children over large areas are, therefore, only very rough estimates.

A census of Lagos was carried out in February, 1950, and the report of this census was published in 1951 (*Population Census of Lagos*, Kaduna, Government Printer, 1951. 20s.). The census was the fullest yet carried out in any part of Nigeria. The population of the capital was found to be 230,000. A census of the whole of Nigeria will be undertaken in 1952-53. The census will be divided into three parts, each of the Regions being dealt with separately on the following dates :

Northern Region	.	.	.	July, 1952.
Western Region	.	.	.	December, 1952.
Eastern Region	.	.	.	June, 1953.

It would have been desirable to have taken the census on the same day throughout the country. This was not considered practicable owing to the size of the country, and the large number of persons required to operate the census. The questions to be asked have necessarily to be simple in order that they may be understood both by the enumerators and the enumerated. In order to simplify the work, the census will be carried out on a group basis, i.e., members of each house or compound will be treated as a group and will not be entered separately on the schedules.

TYPES

The predominant type in the population is the "West Coast Negro." The type is purest and commonest in the forest country of the south-east, into which overland migration has always been difficult and unattractive. In the north and west other very different stocks have mingled with the negro population. The Fulani and Shuwa Arabs, for example—the former widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro,

and may be roughly described as "Mediterranean" and "Semitic" respectively. There are many conflicting theories about the origin of the Fulani, and all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu in the fourteenth century, and that they are to be found today in scattered communities over the whole of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani or Shuwa Arabs on the one hand and the Forest Ibo on the other, there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

MAIN GROUPS

The term "tribe" is consequently misleading as applied to most of the peoples of Nigeria, since the groups on which it is commonly conferred lack both self-consciousness and political unity. For descriptive purposes, however, it has been customary to list certain major groups, distinguished from each other by language. No record has been compiled since 1931 of the strength of these groups. At that time, the position was estimated to have been as follows : Hausa 3,600,000 ; Ibo 3,200,000 ; Yoruba 3,200,000 ; and Fulani 2,000,000. Four other groups—the Kanuri, the Ibibio, the Tiv and the Edo—were estimated at figures varying between 1,000,000 and 500,000 whilst the number of Nupe was believed to be about 330,000 and that of Ijaw 160,000.

The Hausa are simply a linguistic group consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and including a wide variety of stocks and physical types ; the greater part of this group is found in the northern emirates. The Fulani are intermingled with the Hausa and include all who claim descent (often only in the male line) from the true Fulani stock, which is today preserved only amongst the nomadic herdsmen ("Cattle Fulani") and a minority of settled communities which have not intermarried with the indigenous people. A majority of those listed as Fulani speak the Hausa, not the Fulani, language as the mother tongue. The Kanuri, most of whom live in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned, and a political focus in the ancient kingdom of Bornu. The Tiv may properly be termed a "tribe." They form an almost solid block occupying a limited region on the lower Benue, have a uniform language and physique, believe themselves to represent a fairly recent immigration from the south-east and possess some political unity. The Nupe mostly live in the valley of the River Niger above its confluence with the Benue ; like the Hausa, they are a linguistic group including various stocks and, since the Fulani conquest, have been divided amongst a considerable number of emirates.

The remaining main groups mentioned above are from the Eastern

Both Ibo and Yoruba, especially the former, include a diversity of physical types. Many Ibo dialects differ so much amongst themselves as to be practically distinct languages. Yoruba, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west. The Ibo-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger ; the Ijaw are their neighbours on the south-west and the Ibibio on the south-east.

VITAL STATISTICS

TOWNS

The population of the other main towns has been estimated as follows :

[illegible]

Western Region

Ibadan	.	.	.	.	.	.	.	.	335,000
Iwo	.	.	.	.	.	.	.	.	86,000
Ogbomosho	.	.	.	.	.	.	.	.	85,000
Oyo	.	.	.	.	.	.	.	.	79,000
Oshogbo	.	.	.	.	.	.	.	.	64,000
Abeokuta	.	.	.	.	.	.	.	.	54,000
Ede	.	.	.	.	.	.	.	.	51,000
Iseyin	.	.	.	.	.	.	.	.	48,000
Ife	.	.	.	.	.	.	.	.	45,000

Eastern Region

Onitsha	.	.	.	.	.	.	.	.	60,000
Port Harcourt	.	.	.	.	.	.	.	.	45,000
Enugu	.	.	.	.	.	.	.	.	40,000

Chapter 2 : Occupations, Wages and Labour Organisation

OCCUPATIONS AND WAGES

The overwhelming majority of adult occupied Nigerians are peasant farmers working for themselves. The largest groups of those employed by others are Government servants, tin-mine workers and agricultural labourers. The Nigerian Government has approximately 100,000 employees, of whom over 51,000 are established civil servants and approximately 3,700 are in the Senior Service. The only other undertakings employing over 50,000 persons in 1951 were the tin mines near Jos and the country's various agricultural and forestry enterprises.

There was no general increase of wage rates during the year but there were a number of local changes. In Lagos, for example, in the construction industry, the rate for labourers was increased from 2s. 6d. per day to 2s. 10d. per day and the rate of artisans from 4s. per day to 4s. 6d. per day.

The weekly hours of work vary with different industries. A 34-hour week is common but there are also many workers who do a 44- or 45-hour week.

LABOUR ORGANISATION

As has been said, most occupied Nigerians are peasant farmers, working for themselves and their families. Some of them belong to co-operative societies and may give each other mutual help in other ways, but they are not organised for labour purposes in trade unions nor do their activities fall within the scope of the Labour Department which advises the Government on labour policy. Both that Department and the trade unions, the work of which is described in the following sections, deal only with those workers who are industrially employed.

LABOUR DEPARTMENT

The head of the Labour Department is the Commissioner of Labour, who is the chief adviser to Government on all matters of policy. The general functions of the Department include the enforcement of labour legislation, the review of conditions of employment in all areas and occupations, the guidance of trade unions, the prevention of trade disputes and assistance in the orderly settlement of those disputes that cannot be prevented, and the operation of employment exchanges.

The provision in the 1951-52 budget for the Department was £138,280. The Department's work during 1951 in the solution of labour disputes, in co-operation with trade unions, and in the preparation of labour legislation is outlined below.

TRADE UNIONS

General

An unsuccessful strike of employees of mercantile firms in December, 1950, led to the collapse of the Nigerian Labour Congress, and of the Amalgamated Union of the United Africa Company's African Workers, the second largest union in the country. During the year trade union leaders attempted to reorganise the Congress and a new Secretary-General was appointed. The executive of the reorganised Congress has decided to withdraw from the World Federation of Trade Unions. The Secretary-General of the Amalgamated Union of the United Africa Company's African Workers has resigned and the union was not reorganised during the year. Throughout the Western Region, however, contact was maintained between the Company's management and workers by local consultative committees.

The Colliery Workers' Union was also non-existent for the earlier part of the year ; its General Secretary, O. Ojiyi, was sentenced in December, 1950, to three years' imprisonment for embezzlement of union funds. A new union was formed and registered in April, 1951.

Members and Membership

In spite of the setbacks mentioned above the approximate membership of trade unions in 1951 was over 150,000 compared with 125,000 in 1950 and 108,000 in 1949. The number of registered unions however fell slightly (from 149 in 1950 to 140 in 1951). The following summary table gives further details :

<i>Membership</i>	<i>Number of Trade Unions</i>	<i>Total Membership</i>
50 and under	34	907
51 to 250	41	5,262
251 to 1,000	30	18,363
1,001 to 5,000	13	29,144
Over 5,000	7	98,593
Membership not known	15	—
Grand Total	140	152,269

It will be seen from the above table that there are only seven unions with a membership of over 5,000. These unions are :

- (1) The Nigeria Union of Teachers 24,000 members.
- (2) The Amalgamated Union of the United Africa Company's African Workers 19,000 members.
(Not yet re-organised. See above).
- (3) Public Utility Technical and General Workers' Union of Nigeria and the Cameroons 16,000 members.
- (4) Nigeria African Mine-Workers' Union 12,000 members.
- (5) Cameroons Development Corporation Union 11,000 members.
- (6) Railway Workers' Union 10,000 members.
- (7) Federal Union of Native Administration Staffs of Nigeria 6,000 members.

Visit of I.C.F.T.U. Delegation.

Three delegates from the International Confederation of Free Trades Unions (Mr. Harold Snell from the U.S.A. and Mr. F. W. Dalley and Mr. Walter Hood from the United Kingdom) toured Nigeria during February and March, 1951, and met a large number of trade unionists in Lagos, Enugu and elsewhere. Their main purpose was to establish a regional centre in West Africa to assist freely organised trade unions.

LABOUR DISPUTES

There were only 42 labour disputes during the year compared with 82 in 1950 and 70 in 1949. Twenty-nine of the disputes resulted in strikes. These involved 4,200 workers and approximately 10,400 man-days were lost through them compared with over 207,000 man-days in 1950.

The "Go-Slow" of December 1951. The only strike of importance was the "go-slow" by the locomotive drivers of the African Locomotive Drivers Union from 10th December, 1951 to 2nd January, 1952. In June, 1951, the union had put forward claims for large increases in pay. They claimed for instance that the salaries of Grade I drivers should be raised from £180-£250 a year to £270-£370 a year, an increase of 50 per cent. The Railway Management considered these claims unjustifiable. The Commissioner of Labour, therefore, at once appointed a Conciliator. He held 19 meetings between union and management, but no agreement was reached on the main items. The last meeting was held on 26th October, 1951. The union started a "go-slow" on 10th December. The strike was country-wide, but the Railway Management was able to maintain all essential services and keep the ports working. The union called off the strike on 2nd January, 1952.

The loss to Railway revenue from the "go-slow" has been estimated at £236,000 and the delays caused by it were one of the reasons for serious congestion in the port of Lagos in 1952.

Two other labour disputes, while of much less importance, were of some general interest. These were :

A dispute between the Enugu Colliery Workers and the Nigerian Coal Corporation. Daily workers at Enugu Colliery had been paid for

some time on the 7th or 8th of each month in respect of the preceding month. They complained about the delay. The Corporation worked out a new system introducing the payment of wages one month in arrears and discussed it with workers' representatives who assured the management of the workers' acceptance. The scheme was put into operation on 28th July, when the workers received an advance of about one month's pay, not to be repayable until the worker left the Corporation's service. The purpose of this advance was to prevent any hardship that the men might otherwise have suffered by the new system of payment in arrear. Wages in respect of July were to be paid on 28th August.

But the workers either misunderstood or were ignorant of the new system, did not realise the purpose of the advance, and demanded that their July wages should be paid not later than 11th August. Five thousand nine hundred workers started to "go-slow" on 5th August, but, after the intervention of the Commissioner of Labour, the men resumed normal duty on 9th August. Later the Corporation agreed to pay July wages on 16th August, and the workers agreed to refund the advance in thirteen instalments.

A dispute between the Railway Workers Union and the Railway Administration. The Zaria branch of the Railway Workers' Union staged a "go-slow" to obtain the removal of an expatriate officer who had been appointed Road Transport Foreman, claiming that there were equally suitable local men for the post. There were short and half-hearted "go-slows" at Kano and Enugu in sympathy. The "go-slow" was unsuccessful and 47 employees at Zaria were dismissed after warnings.

LABOUR LEGISLATION

The Workmen's Compensation Ordinance. Two amendments were made to subsidiary legislation under the Workmen's Compensation Ordinance (Cap. 234). The Workmen's Compensation (Employment) (Revocation) Order in Council, 1951, revoked the Workmen's Compensation (Employment) Order in Council, 1941, which contained the schedule of employments to which the provisions of the Ordinance were applied. Workmen's compensation provisions are now applied to all persons in Nigeria not otherwise excluded by virtue of section 2 of the Ordinance. The Workmen's Compensation (Amendment) Rules, 1951, repealed rule 3 of the Workmen's Compensation (Amendment) Rules, 1948. The 1948 Rules required insurers in Nigeria to render half-yearly returns of injuries sustained by workmen in the employment of employers insured with them. The insurers objected to this requirement on the grounds that it forced them to disclose their client's business, and that the employers themselves were, by virtue of rule 2 of the same Rules, required to render such returns.

Orders in Council. Two further Orders in Council, designed to revoke out of date legislation, were enacted during the year. These

were the Conditions of Employment (Industrial Workers employed in the rubber plantations of the Benin Province) (Revocation) Order in Council (No. 17 of 1951) and the Wage Fixing (Industrial Workers employed in the rubber plantations of the Benin Province) (Revocation) Order in Council (No. 18 of 1951). These Orders revoked Orders in Council Nos. 25 and 26 of 1946, which laid down minimum wages and conditions of employment in the Benin rubber industry. The increase in world rubber prices has resulted in so marked an improvement in wages and conditions of employment in the industry as to render the old Orders obsolete.

Two Orders in Council were enacted to regulate wages and conditions of employment in the building and civil engineering trades of Lagos and the Colony. These were the Minimum Wage Fixing (Building and Civil Engineering Industry) (Lagos and Colony) Order in Council (No. 34 of 1951) and the Conditions of Employment (Building and Civil Engineering Industry) (Lagos and Colony) Order in Council (No. 35 of 1951). Minimum wages are prescribed for artisans and labourers in the industry, and conditions of employment are substantially improved by provisions for holidays with pay, sick leave with pay, and free medical attention in certain circumstances.

A further Order in Council enacted during the year was the Conditions of Employment (Minesfield) (Amendment) Order in Council (No. 47 of 1951). This was found to be necessary to remove certain anomalies and difficulties brought to light in the operation of the earlier Order in Council—No. 10 of 1948. The amending Order defines “employer” more clearly and makes adjustments on several other points in the earlier law.

Chapter 3 : Public Finance and Taxation

REVENUE AND EXPENDITURE

For the financial year 1st April, 1950, to 31st March, 1951, the revenue amounted to £32,793,633, including grants and loans from the United Kingdom Government under the Colonial Development and Welfare Act. Expenditure totalled £30,388,203, giving a surplus of £2,405,430, which was reduced by £7,346 through the adjustment of Government's investments to market value at the end of the year.

The figures of ordinary revenue and expenditure for recent years are given in Appendix C and it will be seen that there has been a great increase in both since the war. This increase is mainly due to the development of the country, but higher costs of wages and materials have, of course, also added substantially to the budget. The rise in expenditure has necessitated increases in the Customs tariff, particularly in export duties, and in other sources of revenue.

In 1950–51 all revenue accrued to the central administration, but allocations were made to the three Regions which have their Regional budgets and control their own expenditure. The amounts so allocated totalled a little over £9 $\frac{1}{4}$ million, excluding grants for Regional works and services under the Ten-Year Plan of Development and Welfare.

Under revised constitutional arrangements this process of devolution is carried much further. The system of revenue allocation under the new constitution is described below.

The bulk of the ordinary revenue is derived from import, export and excise duties, which in 1950–51 accounted for some 60 per cent of the total. Direct taxation in the form of companies tax, income tax and general tax brings in 17 per cent of the total, mainly from companies tax. Collections for recent years are given in Appendix D. The balance of the revenue comes from mining royalties, harbour dues, interest, licences, fees and earnings of Government departments. During 1950–51 some £400,000 also accrued to Nigeria from the profits of the West African Currency Board.

A Revenue Equalisation Fund was formed a few years ago and during 1950–51 £2,250,000 was paid into that Fund as an expenditure charge. The creation of this Fund by a charge on the budget has, of course, materially increased the annual expenditure figures. A non-recurrent expenditure item of some magnitude was the donation of £500,000 by Government to the Endowment Fund of the University College, Ibadan.

The cost of the more important public services is shown in Appendix E.

ALLOCATION OF REVENUE TO THE REGIONS UNDER THE NEW CONSTITUTION

In accordance with a recommendation of the 1950 Ibadan General Conference on the Constitution mentioned in last year's report, a Revenue Allocation Commission, under the chairmanship of Professor J. R. Hicks, was appointed to make proposals for the division of revenues under the new constitution. This Commission's Report was published in April, 1951, and was subsequently considered by a Committee of Sixteen Representatives from the three Regions and Lagos under the chairmanship of the Financial Secretary.

The Report of this Committee to the Governor was considered by Government, and recommendations were then made to the Secretary of State. These recommendations were approved and are embodied in the Nigeria (Revenue Allocation) Order in Council made on 4th December, 1951.

The Revenue Allocation Commission's plan was designed to provide the Regions with revenues of their own and with an allocation from the revenues of the Nigerian Government to be based on the three principles of Derivation, Needs and National Interest. The most important arrangements which the Commission proposed may be summarised as follows :

- (a) Certain local revenues should be handed over to complete Regional control with the Regions having power to fix such rates of tax as they think fit ; the import duty on motor spirit should be replaced by Regional sales taxes on motor spirit.
- (b) One-half of the revenue from taxes imposed by the Government of Nigeria on tobacco and cigarettes should be allocated

to the Regions in accordance with the Regional consumption of the tobacco products thus taxed.

- (c) An annual grant, based on the population of each Region, should be made from Nigerian Government revenues.
- (d) Annual grants should be made to the Regions in total reimbursement of the expenditure incurred by them on the Nigeria Police and on educational grants in aid (other than special grants) and in partial reimbursement of their expenditure on Native Administration Police.
- (e) A "once for all" grant of the order of £2,000,000 should be made to the Northern Region, with a view to remedying the serious under-equipment of that Region in respect of public works and public buildings.

The Committee of Sixteen recommended that the Commission's principles should be accepted. They proposed, however, that the whole of the revenue from taxes on tobacco and cigarettes should be allocated to the Regions and that the "once for all" capital grant to the Northern Region should be increased to £3,000,000. The Government of Nigeria was unable to agree that 100 per cent of tobacco revenue should be passed on to the Regions, as this would not only confer a disproportionate benefit on the Western Region, which alone has a cigarette factory, at the expense of the others and of the central Government, but would upset the careful system of balanced allocation recommended by the Commission. For the same reasons, the Government was unable to recommend that the "once for all" grant to the North should be larger than that proposed by the Commission. The practical difficulties of the proposal to impose Regional sales taxes on motor spirit are now being examined and interim provision is made in the Nigeria (Revenue Allocation) Order in Council 1951 for revenue derived from the existing import duty to be shared between the Regions in accordance with Regional consumption of motor spirit.

PUBLIC DEBT

In September, 1951, a Nigeria Government Loan was floated in the London market. £6,800,000 Inscribed Stock carrying interest at $3\frac{1}{2}$ per cent was offered at a discount of 3 per cent and was heavily over-subscribed. This loan was raised to help finance the development programme.

The public debt of Nigeria as at 31st December, 1951, amounted to £21,238,000 as shown below :

<i>Amount Outstanding.</i>	<i>Description of Stock.</i>			
£				
4,188,000	Nigerian	3%	Inscribed Stock	1955
5,700,000	"	4%	"	1963
300,000	"	(Local) $3\frac{1}{4}$ %	Registered Stock	1956-61
1,250,000	"	$2\frac{1}{2}$ %	Inscribed Stock	1966-71
3,000,000	"	3%	"	1975-77
6,800,000	"	$3\frac{1}{2}$ %	"	1964-66
<hr/> £21,238,000 <hr/>				

These loans, with the exception of the one raised locally in 1946, are quoted on the London Stock Exchange.

The annual charge for interest and contributions to the Statutory Sinking Funds in respect of these loans amounts to £939,520 ; this sum is roughly 3 per cent of the estimated total ordinary revenue for 1951-52.

The total value of the Statutory Sinking Fund at 31st August, 1951, was £3,405,510 and the value of the Supplementary Sinking Fund amounted to £340,341. The latter Fund was materially reduced by the redemption of two previous loans in 1949 and 1950.

In addition to the public issues referred to above, the Government has received loans of £2,700,000 from the Cocoa Marketing Board at $2\frac{7}{8}$ per cent (repayable by half-yearly equated instalments) and £475,000 from University College, Ibadan, at 3 per cent, subject to variation in the event of changes in the ruling rates for trustee securities. Both loans are repayable within a maximum period of 40 years.

ASSETS AND LIABILITIES

The balance sheet at 31st March, 1951, showed an excess of assets over liabilities of £13,723,595. Surplus funds invested totalled a little under £2½ million, while cash, including short call deposits with the Crown Agents in London and balances held in banks and treasuries locally, amounted to £10½ million. Reserve funds comprise the Revenue Equalisation Fund of some £6½ million (to which a further £2¾ million has been added in 1951-52), the Supplementary Sinking Fund of £340,000 and Renewals Funds amounting to over £3 million.

DIRECT TAXATION

Two forms of direct taxation are in force: income tax and general tax.

Income Tax

The Income Tax Ordinance provides for payment of a graduated income tax by non-Africans throughout Nigeria, and Africans in the Township of Lagos ; and a flat rate (9s. in the £) by all companies. The rates in force during 1950-51 were the same as for 1949-50 :

<i>Chargeable Income</i>							<i>Rate of Tax</i>	
							s.	d.
For every pound of the first	£200	.	.	.	.	.	4	½
" " next	£200	.	.	.	.	.	9	
" " "	£200	.	.	.	.	.	1	1½
" " "	£200	.	.	.	.	.	1	6
" " "	£400	.	.	.	.	.	3	0
" " "	£800	.	.	.	.	.	4	6
" " "	£1,000	.	.	.	.	.	6	0
" " "	£1,000	.	.	.	.	.	7	6
" " "	£1,000	.	.	.	.	.	9	0
" " "	£5,000	.	.	.	.	.	11	3
" exceeding	£10,000	.	.	.	.	.	15	3

There are special rates for incomes which do not exceed £50.

In order to avoid double taxation of the profits of United Kingdom firms trading between Nigeria and the United Kingdom an agreement has been concluded between the two countries under which the latter levies income tax on profits arising from merchandise exported to Nigeria by United Kingdom firms, leaving the former to tax profits arising from sales of local produce abroad accruing to United Kingdom firms.

The yield from income tax on individuals and companies has increased progressively since its introduction in 1940, the apparent decline in 1946–47 being due to large arrears collected in 1945–46. In 1950–51 there was another sharp increase. The figures are as follows :

	£
1939–40	99,141
1944–45	1,370,714
1945–46	2,496,644
1946–47	2,004,721
1947–48	3,292,116
1948–49	3,484,018
1949–50	4,452,438
1950–51	4,955,999

General Tax

Africans outside the Township of Lagos pay a general tax in accordance with various forms of assessment, ranging from the individual assessment of wealthy traders in large towns to a flat rate in backward areas.

The different methods of assessment were described in detail on pages 23–26 of the 1950 Report, and have not changed. The procedure for the collection of general tax varies with the Regions.

Northern Region. In the North the Native Authorities are responsible for tax collection. As they are well established and as the usual method of assessment is simple, the collection of tax in the North is a relatively straight-forward process.

Western Region. In the West the normal method is for the Native Authority to require the tax collectors, who are usually the persons whom each family puts forward as its representative for this purpose, to furnish a nominal roll of all taxable males in the family or other unit. These nominal rolls are checked by the Native Administration staff and submitted for the District Officer's approval. When the tax rate is settled, the tax collector receives a demand note signed by the District Officer, requiring him to collect the tax at the basic rate from a specified number of persons. The collector then collects from each man in his roll and gives him a numbered receipt.

Eastern Region. The collection of direct tax in the Eastern Region is supervised by Tax Collection Authorities who are appointed by the Resident of each Province. With the approval of the Resident, these

Authorities, or the District Officers where such Authorities have not been appointed, appoint village councils or village headmen as tax collectors. Under the Eastern Region Local Government Ordinance (No. 16 of 1950) all District Councils are Tax Collection Authorities. The Tax Collection Authorities or the District Officer check and approve the tax nominal rolls and issue tax tickets.

Sharing of tax. The proceeds of general tax are shared between the Government and the Native Administrations ; the amounts which accrued to Government during 1950-51 were £376,134 compared with £323,328 in 1949-50. The whole of this sum is included in the allocations made to the Regions.

Jangali. Besides the forms of direct taxation mentioned above there is also a capitation tax on the cattle of nomad herdsmen, known as *jangali*. It is mostly levied in the Northern Region, but over £20,000 is collected from *jangali* in Bamenda Province which lies within the part of the Trusteeship Territory of the Cameroons administered with the Eastern Region.

CUSTOMS TARIFF (SUMMARISED)

As was mentioned above, import and export duties provide about 60 per cent of the total Nigerian revenue. The rates are enumerated in Parts I and II of the Schedule to the Customs Ordinance (Nigeria Laws, Cap. 48), and the exemptions appear in Part III of this Schedule. As was mentioned on pages 27 and 28 of the 1950 Report, important changes were introduced in 1951, particularly in export duties. The rates were raised and both timber and rubber exports were made liable to duty.

Examples of duties in force on 31st December, 1951 are shown below :

Import Duties

Piece Goods :

(1) Of Cotton :

(a) Interlock Fabric :

(1) Unbleached	the pound	8d.
(2) Bleached	the pound	9d.
(3) Dyed in the piece	the pound	11d.

(b) Other :

(1) Grey, unbleached	the sq. yd.	2d.
(2) White, bleached	the sq. yd.	3d.
(3) Printed	the sq. yd.	4d.
(4) Dyed in the piece	the sq. yd.	4d.
(5) Coloured	the sq. yd.	4d.
(6) Velveteen, plushes and other pile fabrics	the sq. yd.	9d.
(7) Fents	the pound	1s. 0d.

(2) Of Natural Silk :

(a) Velvets	the sq. yd.	9d.
	or <i>ad valorem</i> 20 per cent, whichever is the higher.	
(b) Other	the sq. yd.	4d.
	or <i>ad valorem</i> 20 per cent, whichever is the higher.	

(3) Of Artificial Silk :

(a) Interlock Fabric :

(1) Unbleached	the pound	8d.
(2) Bleached	the pound	9d.
(3) Dyed in the piece	the pound	11d.

(b) Velveteen, plushes and other pile fabrics	the sq. yd.	9d.
or <i>ad valorem</i> 20 per cent, whichever is the higher.		

(c) Fents	the pound	1s. 0d.
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(d) Other	the sq. yd.	4d.
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Yarns : Cotton or art silk 4d. per lb.

Wearing apparel 16 $\frac{2}{3}$ per cent *ad valorem* or specific rate.

Paper :

(1) Newsprint in reels or in the flat	the cwt.	4s. 0d.
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(2) Printing paper, namely, plain or composite paper in reels of not less than 9 inches wide, or flat and folded in the original mill ream wrapper, of a size not less than 16 inches by 15 inches	<i>ad valorem</i> 10 per cent.	
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(3) Cardboard, strawboard, millboard and pasteboard of a size not less than 16 inches by 15 inches	<i>ad valorem</i> 10 per cent.	
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(4) Other paper and paper manufactures not particularly exempted from duty in Part III of the Schedule	<i>ad valorem</i> 20 per cent.	
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Bicycles 15s. each.

Motor Cars 10s. per 28 lb. net wt.

Motor Spirit 10d. per gallon

Perfumery, cosmetics and toilet preparations 66 $\frac{2}{3}$ per cent *ad valorem*.

Brandy, gin, rum and whisky £3 18s. 0d. per gallon.

Ale, beer, stout, porter, cider and perry 2s. 6d. per gallon.

Wine :

(1) Sparkling	£3 2s. 6d. per gallon.
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(2) Still	18s. 9d. per gallon.
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Tobacco :

(1) Unmanufactured	10s. per lb.
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(2) Manufactured :

(a) Cigars	£1 0s. 0d. per 100
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(b) Cigarettes	£1 10s. 0d. per lb.
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(3) Other manufactured tobacco and snuff	16s. 6d. per lb.
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The general rate of duty on goods not specifically mentioned in the tariff (of which the above is only an extract) is 20 per cent *ad valorem*.

Exemptions from import duties include certain provisions, electrical materials, ships and launches, medicinal preparations of British Pharmacopœia or B.P.C. standard, disinfectants, certain packing materials, railway materials, printed matter, plants and seeds, refrigerators, advertising matter, aircraft ; goods imported by Government Departments, Native Administrations, public hospitals and certain planning authorities ; mosquito nets ; personal effects ; agricultural, mining, water-boring and industrial machinery.

Export Duties

Bananas :

(a) Fresh	the count bunch	3d.
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(b) Dry (except dry bananas used for human consumption)	the 10 pounds	2d.
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A "count bunch" of bananas means a stalk bearing nine or more hands of

bananas, each hand being a cluster of bananas growing from the stalk and originally covered by a separate bract.

For the purpose of the computation of the duty a stalk bearing—

9 hands or over shall be taken to be equal to	1 count bunch.
8 hands or over, but less than 9 hands, shall be taken to be equal to	$\frac{3}{4}$ of a count bunch.
7 hands or over, but less than 8 hands, shall be taken to be equal to	$\frac{1}{2}$ of a count bunch.
Under 7 hands shall be taken to be equal to	$\frac{1}{4}$ of a count bunch.

Cattle Hides	the ton	£22 0s. 0d.
Goat skins	the ton	£60 0s. 0d.
Shea nuts	the ton	£2 10s. 0d.
Sheep skins	the ton	£35 0s. 0d.
Tin or tin ore	the ton	7s. 8d.

Cocoa 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £150 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £150 per ton.

Groundnuts 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £65 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £65 per ton.

Groundnut oil } 10 per cent *ad valorem* on the value calculated
Groundnut meal } in accordance with Regulation 103A of the
Groundnut cake } Customs Regulations.

Palm kernels 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £60 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £, by which the value, calculated as aforesaid, exceeds £60 per ton.

Palm kernel oil } 10 per cent *ad valorem* on the value calculated
Palm kernel cake } in accordance with Regulation 103A of the
Palm kernel meal } Customs Regulations.

Palm oil, technical 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £85 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £, by which the value, calculated as aforesaid, exceeds £85 per ton.

Palm oil, edible } 10 per cent *ad valorem* on the value calcu-
Benniseed } lated in accordance with Regulation 103A of
Cotton seed } the Customs Regulation.

Cotton lint 10 per cent *ad valorem* when the value, calculated in accordance with Regulation 103A of the Customs Regulations, does not exceed £325 per ton, with an additional 1/10th of 1 per cent for every £ or part of a £ by which the value, calculated as aforesaid, exceeds £325 per ton.

Rubber, raw	.	.	.	10 per cent <i>ad valorem</i> on the value, calculated in accordance with Regulation 103A of the Customs Regulations, when the value, calculated as aforesaid, is not less than 18d. per lb.
Rubber, brown crepe	.	.	.	50 per cent of the duty on rubber, raw, calculated as aforesaid.
Timbers (Scheduled)	.	.	.	in log form—3d. per cu. ft. sawn timber (excluding plywood) not exceeding 6 inches in thickness or as veneers 2d. per cu. ft.
Timbers (other) (including veneers but excluding plywood) or logs	.	.	.	1d. per cu. ft.
Curls	.	.	.	5s. each.

Chapter 4 : Currency and Banking

The West African Currency Board in London issues a special West African currency on behalf of Nigeria, the Gold Coast, Sierra Leone and the Gambia. It comprises notes of 20-shilling and 10-shilling denominations, copper alloy coins of florin, shilling and sixpenny denominations and nickel-bronze coins of threepenny, penny, half-penny and tenth-penny denominations. Notes, alloy coins and nickel-bronze threepenny pieces are legal tender up to any amount while nickel pence, halfpence and tenth-pence are legal tender up to one shilling. The currency is interchangeable with sterling at par, subject to remittance charges. Currency is issued to the Bank of British West Africa Ltd., or Barclays Bank (Dominion, Colonial and Overseas) as required, against payment to the West African Currency Board in London or against deposit of currency of equivalent value with the agents of the West African Currency Board in one of the four West African territories. In Nigeria the main Currency Board Centre is in Lagos and there are subsidiary Currency Board Centres at Kano, Port Harcourt, Ibadan and Victoria (Cameroons).

The following statement shows the currency in circulation in Nigeria during the period from 31st March, 1941 to 31st March, 1951.

Date	Notes	Alloy Coin	Nickle-bronze coin	Total
	£	£	£	£
31st March, 1941	287,558	4,588,590	1,183,557	6,059,705
" 1942	529,773	5,483,195	1,439,873	7,452,841
" 1943	1,440,851	8,377,909	1,590,333	11,409,093
" 1944	1,606,364	10,151,844	1,755,764	13,513,972
" 1945	2,276,198	11,207,947	1,901,964	15,386,109
" 1946	3,213,927	12,863,442	2,062,416	18,139,785
" 1947	4,696,430	16,512,093	2,220,490	23,429,013
" 1948	5,336,441	16,912,469	2,352,799	24,601,709
" 1949	8,241,070	21,016,731	2,514,640	31,772,441
" 1950	8,935,237	20,109,098	2,532,559	31,576,894
" 1951	13,957,974	22,710,457	2,571,680	39,240,111
Percentage of total 1951	35.57%	57.88%	6.55%	100%

This table shows that the total currency circulation has risen since 1941 by almost 650 per cent, an astonishing increase. It was thought in 1950 that circulation was nearing its peak, but during 1951 demands for currency reached unprecedented levels. Production of the staple crops of cocoa, groundnuts and palm products was encouraged by world demand and higher prices and exports of timber, rubber and hides and skins rose sharply for the same reasons. Higher wages, improved standards of living and the greatly increased cost of consumer goods have also led to the continuous expansion of the currency circulation.

Notes now comprise nearly 36 per cent of the total as compared with less than 5 per cent in March, 1941. Though notes, and particularly those for 20s., are progressively gaining favour, shilling coins are still the most popular denomination. The notes are widely used in Lagos and the West and are becoming more readily acceptable in the East. In the North, the only area in which the 1/10th penny circulates, the demand is predominantly for the shilling coin and, to a lesser extent, for the nickel penny.

The Accountant-General, as Currency Officer, is the local representative of the West African Currency Board and the Bank of British West Africa Limited are the local Agents.

The main Banks operating in Nigeria are :

The Bank of British West Africa Limited, with branches at Lagos, Abeokuta, Benin, Calabar, Enugu, Gusau, Ibadan, Jos, Kaduna, Kano, Kano Airport, Maiduguri, Onitsha, Oshogbo, Port Harcourt, Sapele and Zaria.

Barclays Bank (Dominion, Colonial and Overseas) with branches at Lagos, Gusau, Ibadan, Ijebu-Ode, Jos, Kano, Port Harcourt, Victoria, Yaba, and Zaria.

National Bank of Nigeria Limited, with branches at Lagos, Agege, Abeokuta, Ibadan, Kano, Ife, Ilesha, Ondo and Aba.

The British and French Bank (for Commerce and Industry) Ltd. in Lagos.

The Nigerian Farmers and Commercial Bank Limited, with branches at Abeokuta, Ado-Ekiti, Agege, Benin City, Ebute-Metta, Epe, Gusau, Ibadan, Ijebu-Ode, Ijebu-Igbo, Ilaro, Ilesha, Ilorin, Iwo, Jos, Kano, Lagos, Nguru, Ogbomosho, Onitsha, Otta, Owo, Oyo, Port Harcourt, Sapele, Shagamu and Warri.

The Standard Bank of Nigeria Limited, with branches at Lagos, Badagry, Ibadan, Ikirun, Kano, Oshogbo and Owo.

The African Continental Bank Limited, with branches at Lagos, Aba, Agege, Calabar, Ibadan, Jos, Kano, Onitsha, Port Harcourt and Yaba.

The first three banks are incorporated in the United Kingdom, the others being incorporated in Nigeria. The first four banks have been appointed authorised dealers in foreign exchange under the Exchange Control Ordinance.

There is a Post Office Savings Bank organised on lines similar to those of the corresponding institution in the United Kingdom. It operates throughout the country and its business is conducted at 138 post offices. On 31st March, 1951, there were 168,954 depositors whose accounts totalled £3,096,050. As compared with the previous year, this represents a slight decrease in the number of depositors, but a considerably higher average deposit in each account.

During the course of the year there has been a notable increase in the number of indigenous banks registered in the country. Some of these banks are of the "mushroom" variety and their emergence is mainly due to the increased amount of money in circulation in Nigeria. A Banking Bill was prepared in 1951 to control the establishment of new banks and the operation of existing ones in the interests of the public and of the banking profession itself.

Chapter 5 : Commerce

The year 1951 was one of rising import and export prices, and of intense commercial activity. In 1950 the value of visible external trade had increased to £152·1 million, the highest figure in the history of the country. In 1951 the value greatly exceeded this figure and reached the total of £214·7 million. In the years immediately preceding the second World War the highest annual value of external trade was £34·1 million (in 1937) and the lowest £14·2 million (in 1934) ; the figure for 1946, the first post-war year, was £45 million, and there have been steep yearly increases ever since.

IMPORTS

Imports in 1951 amounted to £84·4 million, compared with £61·9 million in 1950, £57·5 million in 1949 and £44·9 million in 1948. There was some rise in the quantity of goods supplied, in spite of some shortages, as well as in their value. The United Kingdom remained much the most important supplier, but its share in Nigeria's import trade dropped to 51·5 per cent from 59·8 per cent in 1950. There was a striking increase in imports both from Germany and from Italy. The value of imports from the principal countries of origin is shown in the following table :

<i>Country.</i>	<i>Value of Imports into Nigeria</i>	
	1951 £ million	1950 £ million
United Kingdom	43·5	37·0
Japan	7·5	5·8
Netherlands and Possessions	5·4	4·6
India and Pakistan	4·9	3·8
Germany	4·5	1·4
Italy	3·8	1·2
U.S.A.	3·7	2·5

Cotton piece-goods remained the chief import, with rayon products second ; the value of rayon imports has risen by over 220 per cent since 1949. There were large increases in the import values of goods required for construction and development such as iron and steel manufactures and cement. Details of the value of the major classes of imports in 1949-51 are given in the table below :

Values of Major Imports in 1949-51

<i>Commodity</i>	1949	1950	1951
	£ '000	£ '000	£ '000
Cotton piece-goods	17,890	14,148	14,898
Rayon products	2,434	3,823	7,842
Iron and Steel manufactures : (other than corrugated iron sheets)	3,964	5,061	6,171
Other machinery	1,620	1,931	3,003
Cement	1,020	1,098	2,562
Corrugated iron sheets	1,332	1,515	2,553
Commercial Vehicles including Chassis	1,590	1,633	1,757
Tobacco and Cigarettes	1,536	1,886	1,731
Cars including cabs	857	940	1,637
Jute Manufactures	1,605	1,051	1,629
Bicycles	1,061	1,277	1,401
Motor spirit *	731	1,033	1,352
Other Petroleum Oils *	695	1,259	1,261
Electrical apparatus	762	885	1,175
Industrial machinery	608	804	1,069
Footwear	560	524	1,064

* Imports for home consumption.

EXPORTS

The total value of exports in 1951 was £130·4 million (£126·9 million domestic exports and £3·5 million re-exports). The total for 1950 was £90·2 million (domestic exports £88·5 million and re-exports £1·7 million). The increases in 1951 were mainly due to the sharp rise in prices paid for practically all Nigeria's principal exports. Cocoa, oil palm produce and groundnuts remained the leading exports. There were large increases in the production of rubber and timber ; cocoa and cotton production also rose, but the 1950-51 groundnut crop was the poorest for many years. The export value, however, remained quite high because of the steep rise in groundnut prices ; there were similar rises in other commodities. Further details are given in the table below :

Values of Principal Exports 1950-51

<i>Commodity</i>	<i>Unit</i>	<i>Quantity</i>		<i>Value</i>	
		1950	1951	1950 £ '000	1951 £ '000
Cocoa	tons	99,947	121,478	18,984	36,565
Palm Kernels	"	410,263	347,013	16,694	21,890
Palm Oil	"	173,010	149,752	12,072	14,142
Groundnuts	"	316,862	144,359	15,237	10,144

<i>Commodity</i>	<i>Unit</i>	<i>Quantity</i>		<i>Value</i>	
		1950	1951	1950 £ '000	1951 £ '000
Tin Ore	tons	11,417	11,753	6,020	8,974
Rubber	'000 lb.	30,029	46,716	2,834	8,154*
Hides and Skins	tons	13,739	13,988	6,381	7,913
Cotton	"	12,623	15,374	2,975	5,316
Timber Logs	'000 cu. ft.	9,217	16,845	2,226	5,078
Bananas	'000 lb.	127,737	160,860	1,746	2,203

* Subject to revision—rubber exports believed to have been overvalued in 1951.

THE MARKETING BOARDS

Of the exports listed above tin, rubber, hides and skins and timber are marketed through the ordinary commercial channels. The bananas are almost entirely grown on the plantations leased to the Cameroons Development Corporation and are sold under agreement to the U.K. Ministry of Food, Messrs. Elders and Fyffes Ltd. acting as sales agents. The present price paid is £32 per ton. The remaining leading exports, comprising in 1951 some two-thirds of the country's exports in value, are handled by the Nigerian Marketing Boards established since the war.

These Boards, which are so important to the economic life of Nigeria, are the Nigeria Cocoa Marketing Board (established in 1947), the Nigeria Oil Palm Produce Marketing Board, the Nigeria Groundnut Marketing Board, and the Nigeria Cotton Marketing Board (all established in 1949).

All the Boards were established by local ordinance as independent bodies and have the same fundamental aims. These are to ensure orderly marketing improvements in quality and stable prices for producers, to provide funds for research in the producing industry and to finance schemes for the economic benefit of the people in the areas of production.

Since they share these aims, their organisation is closely inter-connected. They are each composed of six members (three officials and three Nigerian non-officials). They all have the same chairman (Sir Sydney Phillipson, C.M.G., Commissioner on Special Duties). They all use the Department of Marketing and Exports as their executive for marketing in Nigeria and the Nigerian Produce Marketing Co. Ltd. in London for selling overseas produce exported by the Boards to the Company.

The Company is owned entirely by the Boards and in all major matters of policy acts under their general direction. The chairman of the Company, as of the Boards, is Sir Sydney Phillipson, the managing director is Mr. E. C. Tansley, C.M.G., who took a leading part in operating the West African Produce Control Board during the war. The Board of Directors includes seven Nigerians.

The following paragraphs give some illustrations of the way in which the Boards carry out the aims summarised above.

Orderly Marketing

Merchants and traders, who formerly bought produce on their own or their principals' behalf, are now in general buying agents licensed

by the Boards to buy on their behalf. For their services and risks they of course receive remuneration, this remuneration forming part of the "buying allowance" which also covers their expenses. These licensed buyers share in the security and stability promoted by the whole system. The Boards issue licences to new applicants who meet certain minimum requirements.

Assured prices are announced in advance of marketing, and as a result the strong economic motives which formerly induced the farmer to pledge his crops in advance to moneylending middlemen no longer operate.

Improvement of Quality

It is essential to improve the quality of Nigerian export produce so that when the present sellers' boom ends Nigerian products will be able to compete successfully in world markets. One of the measures taken by the Boards to further this is to pay attractive prices for higher grades of produce. This policy has had some very encouraging results with cocoa and oil palm produce. Before the Cocoa Marketing Board was established the proportion of Grade I and Grade II cocoa to the whole crop was 25 per cent. In the 1949-50 season nearly 90 per cent of the cocoa bought by the Board was Grade I and in 1951 the figure was 96 per cent. Similarly the amount of special grade palm oil purchased from indigenous producers rose from 374 tons in 1950 to 8,000 tons in 1951.

Stable Prices

Before each season the Boards announce minimum prices, whereas before the producer did not know from day to day what price he would receive.

The Boards also aim at maintaining reasonable prices for the producer in spite of adverse marketing conditions and so softening the impact on him of falling world prices. Anyone who remembers the plight of primary producers in the nineteen-thirties will appreciate how great a service to Nigerian producers this can be. It cannot be performed unless the Boards build up sufficient financial strength in favourable years, and the Boards bear this point in mind with others when fixing producer prices. With the continuing sellers' market and rise in world prices there has naturally been some criticism that the safety margin between producers' and world prices has been too large, but the essential soundness of the Boards' policy was proved in early 1949 when, although the world price of cocoa dropped very sharply, the Cocoa Marketing Board maintained producers' prices at a cost to itself of £1,600,000.

Research

All the Boards have contributed large sums to research. By the end of 1951 the Cocoa Marketing Board had allocated about £1·3 million for research projects. The most important of those allocations were for a survey of cocoa soils, for the partial endowment of the West African Cocoa Research Institute established at Tafo in the Gold Coast in 1944, and for a five-year plan put forward by the Department

of Agriculture to combat swollen shoot disease. The Oil Palm Board's biggest contribution has been to the endowment of the West African Oil Palm Research Station at Benin.

Schemes for the economic benefit of production areas

All the Boards spend large sums on development schemes for the benefit of the areas in which the crops with which they are concerned are produced. The responsibility for carrying out such schemes is vested in Regional Production Development Boards. These Boards, which are distinct from the Marketing Boards, were formed in 1949 and their powers re-defined and consolidated by the Regional Production Development Board Ordinance, 1951 (No. 27 of 1951). The Boards have strong Nigerian representation and wide powers ; they draw up schemes for the expenditure of grants made them by the Marketing Boards and put them into operation. The schemes are subject to the approval of the Governor, but that approval cannot be withheld if the scheme is within the resources of the Production Development Board and within the purpose to which it is empowered to devote its funds—viz., schemes for the development of the producing industries concerned and for the benefit and prosperity of the producers and the area of production.

The grants made by the Marketing Boards to these new bodies are large ; they enable new important plans of development to be carried out quickly and the new system is already speeding up the tempo of development throughout the country. Details of the grants and the schemes on which they are being expended are given in Chapter 6 below.

TRADE MALPRACTICES

A slightly disturbing feature in the encouraging picture of commercial activity during the past year has been the continuance of trade malpractices by numbers of Nigerian merchants. Importers order goods from overseas and fail to take them up or, having received the goods, fail to pay for them. Many exporters fail to deliver goods of the correct quality and specification. These practices injure the reputation of Nigerian goods, and may cause hardship to genuine exporters, particularly when there is some falling off in demand, as there has been recently in the timber trade.

TRADE COMMISSIONERS

Trade Commissioner for Nigeria

Increasing use has been made of the services provided by the Trade Commissioner for Nigeria in London both by Nigerian merchants seeking business contacts in the United Kingdom or on the Continent, and by British and overseas firms enquiring about industrial or trade openings in Nigeria. The Trade Commissioner toured Nigeria extensively in October and November, 1951.

Advisory Service

An advisory service, similar and complementary to that provided by the Trade Commissioner in London, is available to all businessmen

through the Headquarters of the Department of Commerce and Industries in Lagos.

United Kingdom Trade Commissioner for West Africa

During the year H.M. Government appointed a United Kingdom Trade Commissioner for West Africa, with headquarters in Lagos. The Commissioner, Mr. D. Broad, arrived in June, 1951.

Chapter 6 : Production

The 1951 season was favourable for the production of local food crops, which were above average in most places. In spite of a rising population, larger towns and continued high export crops which divert labour from food farming, the supply of staple foodstuffs is still sufficient to make large food imports unnecessary. There are, however, local shortages and difficulties in distribution, (for instance, in the distribution of meat from the north to the south), and there is still an urgent need to increase food production all over the country. The most important food imports are salt (£1,450,000 in 1951) ; stockfish (£1,400,000) ; sugar (£830,000) ; wheaten flour (£810,000 ; practically no wheat is grown in Nigeria) ; and canned fish (£420,000). Ale and beer, etc., are the chief drink imports (£1,770,000) and the country imported in 1951 over £1,360,000 worth of unmanufactured tobacco.

As has been shown in the last chapter the prices of Nigeria's leading exports soared in 1951 and there was no difficulty in disposing of them. Production remained at a high level except for groundnuts, which were affected by bad weather. There were some encouraging improvements in the quality of export produce.

AGRICULTURE

Food Crops

The most important crops are guinea corn and millet in the north, yams in the south, and rice, maize and cassava in many parts of the country. In the north, corn crops were good and prices lower. In the west and east, in spite of greater production of most foodstuffs, prices remained high and tended to increase as export crop prices rose. Production of maize in the west was affected by a serious outbreak of maize rust disease. This did not do much harm to early plantings, but later plantings were seriously damaged. The disease also reached the southern part of the Eastern Region for the first time. Research is being undertaken into the disease and the breeding of resistant varieties. Rice production was stimulated by new cultivation schemes (See under "Improvement of Production Methods" below), a citrus cannery started at Ibadan in October, and small farmers in Bamenda attracted by high prices planted over 1,000 acres of arabica coffee.

Export Crops

The main agricultural export crops are cocoa, palm kernels, palm oil, groundnuts, rubber, cotton and bananas. The quantities and

values of the exports (f.o.b. selling price) of these commodities in 1951 have been given in Chapter 5 above.

Cocoa. The 1950–51 crop was slightly above average and total purchases amounted to 110,000 tons. The amount of cocoa exported during the calendar year 1951 was over 121,000 tons compared with just under 100,000 tons in 1950. The prices paid to producers in the 1950–51 season were £120 per ton for Grade I cocoa and £100 for Grade II. World cocoa prices continued to rise during the year and the Cocoa Marketing Board increased their producer price to £170 per ton for Grade I cocoa and £155 per ton for Grade II.

The improvement in the quality of Nigerian cocoa mentioned on page 37 of the 1950 Report was maintained. The proportion of Grade I cocoa in 1950–51 was no less than 96 per cent of the cocoa bought. The Cocoa Marketing Board no longer purchases Grade III or Grade IV.

Oil Palm Produce. Production of oil palm produce for export during 1951 was at a lower level than in 1949 and 1950, which were record years. Total purchases by the Oil Palm Board amounted to 319,155 tons of palm kernels and 144,328 tons of palm oil. The decline in the level of purchases for export was heaviest in the Western Provinces (11 per cent less than the previous years' palm kernels and 13 per cent less palm oil). The fall was due to bad weather, a diversion of effort to timber and rubber, and increasing domestic consumption of palm oil owing to improved living standards. There was further improvement in the quality of palm oil. Of the Oil Palm Board's total purchases of technical oil, 70 per cent was of Grade I quality compared with 62 per cent in 1950. The tonnage of Special Grade oil rose from 374 tons in 1950 to no less than 8,000 tons or 5·5 per cent of the total palm oil purchases. Continued speedy improvement in the quality of Nigerian palm oil is necessary if the industry is to withstand increasing competition from other sources of production.

The Board has announced its intention of eliminating Grade IV palm oil and reduced the upper free fatty acid limit of this grade from 36 per cent to 33 per cent in the 1952 marketing year.

The basic producer prices for 1952 together with the prices paid during the 1951 marketing year are as follows :

	1951	1952	
	£	£	
Special Grade Palm Oil .	71	80	(ex-scale port of shipment price)
Technical Palm Oil :			
Grade I . . .	55	61	(price per ton naked ex-scale delivered Bulk Oil Plant)
Grade II . . .	43	47	"
Grade III . . .	34	35	"
Grade IV . . .	30	30	"
Palm Kernels . . .	32	36	(per ton naked ex-scale port of shipment price)

A three-year selling agreement with the Ministry of Food which the Oil and Oilseeds Boards entered into in 1949 was due to expire with the 1951–52 produce season. Towards the end of 1950, as a result of negotiations with the Ministry, this agreement was renewed for a period of four years, the last year of the original agreement being the first year of the new one. These revised selling arrangements provide Nigeria for some years ahead with an assured market for her exportable surplus of oils and oilseeds.

Groundnuts. The 1950–51 groundnut crop like that of 1949–50 was far below average. Bad weather in the groundnut areas reduced the groundnut harvest, and led to an increased local demand for groundnuts because other food crops were poor. Purchases in 1950–51 totalled 149,250 tons only, compared with 188,100 tons in 1949–50 and 328,000 tons in 1948–49. The total exports for the calendar year were 144,000 tons.

In contrast to 1950–51 the weather was ideal during the growing and harvesting periods of the 1951–52 season and the crop reached over 400,000 tons.

Pest infestation control, first introduced in 1949 to deal with the incidence of *trogoderma* beetle, was continued as a routine measure throughout the year and no major infestations were reported.

The Nigeria Groundnut Marketing Board fixed the basic producer price for the Kano Area and the same level as for the previous season—i.e. at £21 4s. 0d. per ton. The price for 1951–52 was £33 at first and was then raised by the Board to £36 a ton.

Rubber. Rubber production in 1951 was some 50 per cent over the 1950 figures and prices were high. The value of rubber exported in 1951 was in the neighbourhood of £8 million compared with less than £3 million in 1950. Much of the product, however, was of low quality and the greatest part of purchases for export fell in the lowest grade. The Produce Inspection Service of the Department of Marketing and Exports has the duty of ensuring that only rubber of exportable standard leaves the country, but the rubber trade will have to offer more attractive prices for better rubber if the quality is to be markedly improved.

Cotton. Cotton production is still increasing. In 1950–51 purchases of seed cotton by the Cotton Marketing Board amounted to 41,426 tons compared with 33,379 tons in the 1949–50 season and 27,374 in the 1948–49 season. Seventy-five thousand four hundred and twenty-three bales of lint were produced from the 1950–51 crop, a record for Nigeria. The increase in the crop is due partly to the good weather of the last three seasons and partly to production development measures. These include the training of farmers in improved methods of cultivation, distribution of higher-yielding strains of cotton and the use of fertilisers. For the 1950–51 season, the Board paid the same prices as in 1949–50 season, varying from 4d. per lb. of seed cotton for

N.A.1. to $3\frac{1}{2}d.$ per lb. for I.N.3. The prices for the 1951–52 season vary from $6d.$ per lb. for N.A.1. to $5\frac{1}{2}d.$ per lb. for I.N.3.

Bananas. The country's banana exports all come from the plantations in the Southern Cameroons leased to the Cameroons Development Corporation and Messrs. Elders and Fyffes. Exports rose to $5\frac{3}{4}$ million stems in 1951 compared with $4\frac{3}{4}$ million in 1950.

All the Cameroons' bananas exported are marketed by Messrs. Elders and Fyffes, by agreement with the Cameroons Development Corporation. Elders and Fyffes act as sales agents and pass the bananas over to the United Kingdom Ministry of Food. The price paid by the Ministry in 1951 was £32 per ton ; this was the same as that paid in 1950.

Tobacco. Tobacco is not an export crop but increasing quantities are being grown and bought for manufacture in the country by the Nigerian Tobacco Company, which has acquired the local business of the British American Tobacco Company. The Nigerian Tobacco Company has a cigarette factory at Ibadan : it is one of the largest and most modern factories in Nigeria and its cigarettes are sold all over the country. Purchases by the Nigerian Tobacco Company again increased sharply. The latest figures are :

1949	.	.	.	846,541 lb.
1950	.	.	.	1,425,593 lb.
1951	.	.	.	2,000,000 lb. (estimated)

IMPROVEMENT OF PRODUCTION METHODS

The Production Development Boards

The need for higher productivity in Nigeria is obvious. As was described in the last chapter, the stimulation of production is the *raison d'être* of the Regional Production Development Boards, which were reorganised by legislation in 1951. These Boards receive large grants from the various Marketing Boards. The Cocoa Marketing Board has allocated some £7,000,000 to the Western and Eastern Regional Production Development Boards. The Oil Board, up to the end of 1951, had allocated £4·5 million to these Boards and had guaranteed minimum annual development grants of £800,000 for the four years after 1951. The Groundnut Board up to the end of the 1950–51 season had allocated £3·3 million to the Northern Regional Production Development Board and has guaranteed annual grants of £500,000 for the next four seasons.

The most important of the projects on which these funds are already being spent are given in the list below :

Western Regional Production Development Board

- (i) The purchase and operation of 40 Pioneer Oil Palm Mills, to be managed by the Department of Commerce and Industries.

- (ii) The development of citrus production, and the establishment of a canning factory (at present for citrus only.)
- (iii) The agricultural development of the Upper Ogun Valley.
- (iv) Measures to combat swollen shoot disease in cocoa.
- (v) A survey of cocoa soils.

Eastern Regional Production Development Board

- (i) The purchase and operation through the Department of Commerce and Industries of over 50 palm oil mills.
- (ii) The establishment in co-operation with the Colonial Development Corporation of a 10,000-acre oil palm plantation in Calabar Division.
- (iii) The establishment of a cashew nut industry in Onitsha Province to restore the fertility of poor lands in that Province.
- (iv) The establishment of a 20,000-acre cattle ranch on the Obudu Plateau.
- (v) A grant of over £400,000 to the Department of Agriculture for providing concentrates for livestock.
- (vi) The establishment of a coffee plantation and coffee processing factory in Bamenda Province.
- (vii) The establishment of an organisation to import, mix and distribute artificial manures for sale.

Northern Regional Production Development Board

- (i) The establishment of an organisation to purchase, import and distribute superphosphates.
- (ii) A scheme for mechanising rice cultivation in Sokoto Province and so increasing production.
- (iii) The purchase of large quantities of mechanical agricultural equipment for use in the Region to increase production in areas where mechanised agriculture is practicable.
- (iv) Land resettlement schemes, to ensure better land use, at Kontagora, Shendam and Jema'a.

In addition to expenditure on these projects all the Boards have spent large sums on the improvement of roads.

The activities of the Agricultural Department and of various other Government departments are devoted in a large part, like those of the Production Development Boards, to increasing productivity and the following paragraphs describe some of the measures taken in 1951 to attain this aim.

Fertilisers

The Agricultural Department gave demonstrations of the use of fertilisers in many parts of the Eastern Region, mainly on the poorer soils. The results of most demonstrations have been successful and efforts are now being made to build up commercial distribution.

In the Northern Region superphosphate has proved reasonably

popular in the more northerly provinces and its use is gaining ground, particularly on poorer soils where results have been obvious to the farmers. The results in 1951 with its well distributed rainfall were much better than in 1950 with its drought conditions. Further south and in the Middle Belt, superphosphate does not give the same results ; experiments are being continued to determine whether the use of this fertiliser is economically justified in these areas.

In the Western Region small-scale experiments were conducted with fertilisers on farmers' land, on yams in Oyo and Ondo Provinces, and on maize and cotton in Oyo and Abeokuta Provinces. More detailed trials on maize and cassava were started on the Colony Government farm at Agege.

Mechanisation

The Agricultural Department has established nine Tractor Unit Farms (seven in the Northern Region and one each in the Western and Eastern Regions) for the study of mechanised agriculture in Nigeria. In the Northern Region, it is still not possible to record any marked success with upland tractor farming. The crops, soils and rainfall of this area do not lend themselves to complete mechanisation and the saving of hand labour is not sufficient to compensate for the costs of maintaining equipment. On the other hand, the mechanical cultivation of low-lying *fadama* land, which involves only ploughing and disc harrowing, has been successful at Sokoto, Kano, Shemankar, Bida and Yola. At Maiduguri, where a trial of hand, mixed and mechanised farming was made, mixed farming gave the best results. In the Western Region, mechanised farming schemes are being developed by the Department of Agriculture and the Western Regional Production Development Board. Considerable progress has been made with a mechanisation scheme on the upper Ogun project in northern Oyo, and in Northern Ondo another has been started. Departmental pilot schemes have been started at Ikonifin and New Eruwa, both in Ibadan Province, Shaki in Oyo Province and Ikeja in the Colony. These have so far been technically satisfactory but the co-operation of local farmers is essential if they are to be a success.

Delays in delivery of equipment have hampered mechanisation in the Eastern Region but a start has been made with the testing of certain tractor types. Projects for the immediate adaptation of existing implements for peasant farming are not promising, except for rice cultivation ; factors limiting the use of machinery, even in the plains of Ogoja Province, are numerous.

Irrigation

There are two irrigation schemes, each of about 3,000 acres, to develop rice land in the Bida area of Niger Province. The cost is being met from Colonial Development and Welfare funds.

In Sokoto Province, there is an irrigation team, based on Birnin

Kebbi, which has started a number of irrigation schemes varying in size from 50 to 700 acres. There is also a small Irrigation Training School in Sokoto for training members of irrigation teams.

Land Settlement

The most important land settlement scheme at present being undertaken is in an area of 65,000 acres near Mokwa in the Niger Province. The Scheme, known as the Niger Agricultural Project, is financed partly by the Nigerian Government, and partly by the Colonial Development Corporation. Its aims were described on page 41 of the 1950 Report as follows :

“... The pilot scheme will establish an administrative headquarters, a central demonstration farm of 1,000 acres and 10 self-supporting settlements, each containing 80 holdings of 48 acres each. The crops in each settlement will be cultivated with the assistance of tractor-drawn machinery.

“ In the original plan each settler was allotted 36 acres, of which 24 acres were under crop each year. In the light of experience, however, each settler now has a holding of 48 acres, of which 24 acres will be cropped in any one year as previously planned. The cropping programme provides a modified four course rotation which permits of four consecutive years of grass ley.

“ If, at the end of the development period, when the 10 settlements have been established and the scheme has been found to be a commercial success, it can be further developed to form 16 complete units of 10 villages, each with a training and demonstration farm, to cultivate an available area of 1,600 square miles in the Kontagora and Bida Emirates.

“ By the end of 1950, 5,000 acres of bush land had been cleared and over 2,000 were under experimental crops from which valuable lessons had been learnt.”

Further progress was made in 1951. After a season of excellent rains, the settlement of the first hamlet, Ndayako, reaped its first full crops amid general satisfaction. The best farmers obtained over 1,000 lb. of undecorticated nuts per acre but yields were extremely variable : Bambara nuts produced appreciably more per acre. The settlers who took care with their corn crops obtained excellent yields up to 1,000 lb. per acre. Beans failed to produce much fruit and cotton is unlikely to be economic. This year's results indicate guinea corn, groundnuts and Bambara nuts as the obvious crop rotation.

Another important Land Settlement Scheme is that at Kontagora, described in Appendix D of the 1950 report. The scheme aims to establish 15 settlements of 20 farmers each by 1954, each farmer cultivating with the aid of a plough and cattle about 35 acres, half of which will be fallow. In 1951, three settlements harvested crops on 671 acres of land giving about 12 acres per individual farmer. The corn was good and the hard-working farmer had excellent results. Groundnuts were very variable and there was a tendency for luxuriant top growth with but little to show under the ground. Clearing 720 acres for three more

settlements is nearly complete. There was unduly heavy cattle mortality during the height of the rains and intensive tsetse clearing on the river edges is now in progress.

Research

As has been explained above, the Marketing Boards allocate substantial sums to research. The amount allocated by the Cocoa Board is approximately £1.3 million : one of the most important projects on which the money is being spent is a survey of the economy and soils of the cocoa-producing areas. The Oil Palm Board provided £530,000 in 1949 to finance the Oil Palm Research Station at Benin. This station has now been established on a West African basis as the West African Oil Palm Research Institute, and the endowment of the new Institute will be the Board's main research commitment. The Station's work in 1951 and other important research activities are described shortly below.

Oil Palm Research Station, Benin. A sub-station of nearly 450 acres was established at Abak in Calabar Province and further progress was made with the main station of over 4,000 acres near Benin, but labour shortages, occasioned by the attractive wages prevailing in the rubber and timber trades, have affected planting programmes adversely. Recent improvement in nursery and planting technique have greatly reduced the difficulty of establishing important experiments, and satisfactory progress has been made in developing the pathological and chemical sections of the station.

Cocoa. The search for higher yielding kinds of cocoa continues. Some hybrids produced by crossing a Nigerian selection with Trinidadian cocoa are giving high yields at an early age. A group of these trees yielded at the rate of 1,000 lb. dried cocoa per acre in their eighth year after planting.

Guinea Corn. Under the auspices of E.C.A., Professor Webster, of the United States Department of Agriculture and Nebraska University, has initiated a programme of sorghum research designed to produce more suitable varieties for the varying conditions of northern Nigeria.

Other crops. A collection of Nigerian selections and introduced strains was tested at Ibadan for resistance to maize rust disease. Introduced cowpea varieties have shown promise, and further progress has been made with the groundnut and cotton breeding work in northern Nigeria.

Fertilisers. Experiments continued into the use of fertilisers throughout northern Nigeria, work being mainly concerned with guinea corn and groundnuts. In the south work mainly covered yams, cassava, maize and rice.

Plant Diseases and Pests

Cocoa Swollen Shoot. The policy of suspending cutting out in the heavily infested areas, and sealing off the main centres of infection by a *cordon sanitaire* has been pursued throughout the year. An increasing number of treated outbreaks outside the sealed off areas are beginning to show negative returns on re-inspection, which suggests the treatment has been effective. The cutting-out compensation rate was raised from 2s. 6d. per tree to 4s., and a replanting subsidy of 2s. 6d. per tree is also payable.

Fungicides and Insecticides. Trials of fungicides on cocoa have now shown that satisfactory control of black pod disease can be obtained by spraying, and the practical application of this technique is being studied.

ANIMAL PRODUCTS

Animal products are of great importance in the Nigerian economy. Most of the cattle and sheep of the country are in the Northern Region, where there are over five million cattle, but there are some large herds elsewhere—for example, in the Bamenda Province, Southern Cameroons. About one million cattle and six million sheep and goats are slaughtered annually, and there is a large internal trade in meat. A valuable export trade has also been built up in hides and skins, which, with a value of just under £8,000,000, were in 1951, Nigeria's seventh largest export. (Red Sokoto goatskins are well known as "morocco leather"; the reason for this trade name is that they used to be exported by camel across the Sahara). In 1948-49 a Livestock Mission visited Nigeria to investigate the livestock industry. The recommendations of their report (Colonial No. 266, published in 1950), have been under consideration. Some of the steps taken during the year to improve and increase the country's livestock and the hides and skins trade are described below.

Livestock Improvement

The Agricultural Department continued with work on cattle breeding and selection at their farms. There are a number of these throughout the country; those at Shika in Zaria Province, Fashola in Oyo and Jakiri in Bamenda being some of the most important. At Shika the herd average is now over 300 gallons per lactation, while several lactations have exceeded 400 gallons. The herds of Shuwas at Maiduguri, and Gudalis at Yola and Bamenda have maintained satisfactory progress. Considerable advance in the grading up of Dwarf (Maturu) cattle with N'damas will be possible when a new herd of some sixty N'damas arrives from French Guinea. Further studies of the resistance of this breed to trypanosomiasis were made. Work with large white pigs continues to show that animals of this breed can be very successful provided they are properly maintained, but the scarcity and high cost of feeding stuffs has made it difficult for local farmers to

keep up high enough standards. Further importations of Rhode Island poultry have improved departmental poultry flocks and made possible larger-scale distribution of breeding stock.

A small flock of Black Longhaired Arab (Miris) sheep were obtained from the French Veterinary Service to see whether they would be a suitable breed for parts of northern Nigeria. These sheep might be of value for their fleeces as well as their meat.

Control of Disease

The production of vaccines by the Veterinary Laboratory increased further ; the figures are nearly 4,000,000 doses produced in 1951 compared with slightly over 3,000,000 in 1950. Progress during the year in combating the three chief diseases of Nigerian livestock was as follows :

(a) *Trypanosomiasis*. The curative salt of antrycide was issued for use in the field where it could be controlled and its effects recorded. The results were consistently good and the demand for the drug increased. The other antrycide salt intended for prophylaxis was used experimentally. It appeared to have very beneficial results when used on trade cattle proceeding on hoof from Kano to Ilorin.

A field trial was also carried out with another preparation and the results compared with antrycide and other known drugs.

(b) *Pleuro-Pneumonia*. There was a serious outbreak of contagious bovine pleuro-pneumonia in the provinces of Kano, Bauchi and Bornu. There is only one Provincial Veterinary Officer in each of these very large provinces which each contains nearly a million head of cattle, and much larger numbers of sheep and goats. In other provinces outbreaks were successfully dealt with or contained by the local veterinary staff.

(c) *Rinderpest*. Inoculations with lapinised (rabbit attenuated) rinderpest virus were carried out on field trial scale. This form of vaccine is indicated for controlling outbreaks of rinderpest in Nigerian Dwarf Short-horn cattle, and for general prophylactic treatment of Keteku cattle in such areas as northern Ilorin Province, where the vaccine in general use for Northern Zebu cattle is found to be too severe.

FISHERIES

Sea fishing

Nigerian fishermen, whose only vessels are dug-out canoes, paddled or sailed, have not in the past attempted much fishing in the open sea. Efforts are being made by the Fisheries Section of the Department of Commerce and Industries and the Western Regional Production Development Board to encourage sea fishing by helping fishermen to obtain more suitable craft and equipment. Details are given below. The Colonial Development Corporation undertaking, West African Fisheries, for deep-sea trawler fishing off Lagos and Port Harcourt (see page 46, 1950 report), has unfortunately had to limit its operations on account of their high cost.

Colony. The Department of Commerce and Industries' 45-foot motor vessel M.V. *Explorer* continued to fish out of Lagos but was laid-up for some months owing to mechanical troubles. The average catch for the 13 months she has worked was 150 lb of fish (valued at £4) per fishing hour.

Eastern Region. The encircling net for "bonga" (*ethmalosa*) and the large meshed net for sharks, dolphins and saw-fish, the use of which was demonstrated by the Fisheries Section, are now being used by both migrant and local canoe fisherman. In the Kwa-Ibo district there are reported to be 150 more nets this year than last. Two small powered fishing craft are being fitted out at Opobo and the suitability of these craft for local use will be tested. Similar tests to those at Opobo will be made from Warri with small powered craft. The Western Regional Production Development Board has provisionally allocated funds for loans to fishermen to buy such craft and the necessary gear, should investigations show that the project is justifiable.

Inland Fishing.

All inland waters are heavily fished and the best hopes of increasing the inland fish supply are by fish farming. New small fish ponds have been made in all the Regions, but plans for establishing a 500-acre fish farm at Panyam in the Plateau Province had to be reconsidered because of the high capital cost.

FORESTS

Nigeria is a country mainly of savannah woodland, not of rich ever-green rain forest. The savannah woodlands, apart from narrow belts of forest along their water courses, only supply small dimensioned lumber and firewood for local use ; the rain forest of the coastal belt alone yields export timber in large quantities. The northern limit of this rain forest runs roughly along a line from Ilaro in the west, through Oyo, Ado-Ekiti, Onitsha, Abakaliki, Ogoja to a little north of Mamfe in the Southern Cameroons in the east. The Northern Region, therefore, falls entirely outside the rain forest belt : it is savannah country and does not export timber. But the savannah woodlands of the north are not only of economic importance for their limited supply of wood ; the growth of these trees and shrubs is the only safeguard for the maintenance of soil fertility available under the primitive system of peasant agriculture which prevails over most parts of the country. The greater part of the tree growth in Nigeria should, in short, not be classed as forest but as an essential agricultural fallow.

The main events of the year affecting forestry in Nigeria were a great increase in the amount of timber exported, and considerable additions to the forest reserve of the Northern Region.

Export Trade

It was only three years ago that for the first time the value of timber exported exceeded £1 million. In 1951 the value of timber logs

exported was over £5 million, and exports of sawn logs and veneers came to another £500,000. Roughly 18,000,000 cubic feet of timber were exported, largely to satisfy the extreme shortage of softwoods in Europe ; for this reason the greatest favourites were Obeche (*Triplochiton scleroxylon*), Abura (*Mitragyna stipulosa*) and Agba (*Gossweilerodendron balsamiferum*) which may be described as "soft hardwoods."

This vastly increased trade is being carried on without detriment to the country's permanent forests. The amount of produce taken from forest reserves is very closely controlled and the growth is replaced by carefully devised plans of regeneration. The main part of the present export trade comes from areas of farmland not included in the forest estate and on which it is profitless to attempt to replace trees which rapidly disappear before the advancing farmer. The country is therefore only putting to a good purpose a wasting asset, the greater part of which might, if not speedily used, produce little more than a pile of ashes.

Internal Trade

The internal timber trade increased slightly owing to increased demands for building and furniture. The lumber trade, however, represents but a small part of the forest produce which is actually used annually in the country, large amounts of wood being consumed in the form of simple unprocessed building materials, poles and firewood. In a few places the demand for poles and firewood is partly supplied from artificial plantations of teak and cassia, but the natural forest is, and must remain, the chief source of supply.

Forestry Development

The greatest development of the forest estate during the year has taken place in the Northern Region which, through extreme shortage of staff in the past, has lagged behind the West and East. In neither of the two latter Regions is the permanent forest estate as large as could be wished, but until some alternative is found to the existing system of agriculture, which necessitates so great a proportion of land lying idle as fallow, very little increase in the present area set aside for forestry can be looked for in these parts of Nigeria. The amount of new forest reserves added to the Northern Region was 904 square miles as opposed to only $21\frac{1}{4}$ in the West and $18\frac{1}{4}$ in the East. This brings the proportions of land set aside for permanent forestry in the three administrative units to 6 per cent for the North, 16 per cent for the West and 10 per cent for the East. Immediate plans for the further increase of these areas include 1,800 square miles of reserve in the process of constitution in the Northern Region and 175 square miles proposed in the Ondo Province of the Western Region.

In the Western Region most of the high forest reserves are now being worked under timber licence agreements drawn up to ensure that there is no over-cutting of timber and that the areas felled over are

properly regenerated. The Forest Department has also been devoting much time to the preparation of forest working plans aimed at ensuring that the reserves are managed in such a way that they will produce a sustained annual yield for all time.

MINING

Nigeria's principal mineral products are tin ore (cassiterite) and columbite, both mined in the Plateau Province, and coal, mined at Enugu. All the tin is exported to the United Kingdom, and it represents about one-quarter of the United Kingdom's total supplies. The amount of tin produced was, as in 1950, around 12,000 tons but the value soared from £6 million to £9 million. The price averaged almost £1,000 per ton in the year.

Nigeria is the world's largest producer of columbite ; its export has formerly been almost entirely to the United States, but there is now a keen demand from many metal buyers elsewhere. The price advanced sharply during the year and contracts are now for £12-£14 a unit compared with £5-£6 in 1950. The production of coal, formerly the responsibility of a Government Department, was handed over to a new Nigerian Coal Corporation in 1950. Most of the coal is used by the Railway and Marine Departments.

Cassiterite and Columbite

The production figures for the last four years are :

	1948	1949	1950	1951
	<i>Tons</i>	<i>Tons</i>	<i>Tons</i>	<i>Tons</i>
Cassiterite . . .	12,714	12,175	11,390	11,178
Columbite . . .	1,096	888	864	1,079

Coal

On 1st January, 1951, all Government property in coal mines was vested in the Nigerian Coal Corporation which was established by Ordinance No. 29 of 1950. In addition to its duty to mine coal, the Corporation may process coal, prospect for coal, mine or quarry limestone and clay and engage in the manufacture of cement and bricks.

The output for the calendar year, 1951, was 548,382 tons compared with 580,587 tons in 1950. In the early months there was a shortage of railway waggons, but, even after waggons had become more plentiful, production did not rise until October. Later in the year, a fever epidemic in the villages supplying labour to the mines and a railway "go-slow" affected output adversely.

Labour relations remained good and Joint Consultative Committees established in 1950 did good work in improving relations.

Welfare work was extended.

At the end of the year, a new mine was being opened near Enugu. Prospecting of the lignites west of Asaba, of the upper coal measures on the escarpment west of Enugu in the valleys of the Oji and Mamu rivers and of the Orukpa coalfield in the Northern Region has continued, and the results are encouraging.

Oil

The Shell D'Arcy Company continued their investigations into the possibilities of an economic oilfield in the Eastern Region. A test well was constructed at Owerri ; its depth had reached over 5,500 feet by the end of the year.

GEOLOGICAL SURVEY

Work of great importance to the country's mining industry is carried out by the Geological Survey Department which has its headquarters at Kaduna Junction. There are also branch offices at Jos and Enugu ; the former branch serves the current needs of the tin-mining industry, and the latter is a centre for the exploration of the coal, limestone and lignite resources. The Department co-operates closely with the geological staffs of companies engaged in the exploration for and winning of minerals. Work carried out during the year included the following :

Coal

Systematic geological mapping of the coal measures has been continued to the north of Enugu and work is at present in progress at Dekina, close to the Benue River. Several workable coal seams have been discovered and their extent and quality are now being assessed. Drilling on the lignites near Ogwashi Uku, Benin Province, is proving the underground extension of beds up to 17 feet in thickness.

Limestone

Preliminary survey of a considerable number of limestone deposits has shown that the most promising for use in a cement industry is at Nkalagu, within 25 miles of the Enugu Colliery. Here beds of limestone up to 29 feet in thickness, together with adequate quantities of shales, have been traced for a distance of four miles, and drilling, sampling, chemical analysis and firing tests, have shown the materials suitable for cement manufacture.

Lead-Zinc

Geological and geochemical investigation of the lead-zinc orebodies of Ogoja Province has been continued, largely with the assistance of a team of American geologists under an E.C.A. scheme.

Other Work

Investigation into the occurrence of columbite has been continued on the Plateau tin-fields. Work has also started on evaluating the phosphate deposits of Abeokuta Province and the iron ores of Kabba Province. The Geological Survey continued to advise on the location of underground water and the sites of reservoirs.

INDUSTRIES

The most important part of Nigeria's production comes from agriculture and mining, and there is unlikely to be any major development in manufacturing industries without the provision of cheap

power. There is only one large coal deposit so far worked—at Enugu—and the costs of transporting coal are high. There are ambitious schemes for the development of electric power, but it will take some years before they can be carried out.

Meanwhile, there are already some important manufacturing establishments in the country. The most important of these are the United Africa Company's plywood factory at Sapele, the Nigerian Tobacco Company's cigarette factory at Ibadan, and the brewery of Nigeria Brewery, Limited, at Lagos.

Textiles

These are enterprises financed by overseas capital, but two Nigerian companies have set up two textile weaving mills, one at Lagos and one at Kano. The Department of Commerce and Industries, which advised on the design of the factory buildings and installation of the machinery, operated the mills for a time on behalf of the owners. The main problem during the year was the supply of yarn, but arrangements were made for sending Nigerian lint to be processed into yarn at a spinning mill in Duala.

The Department also has stimulated the local textile industry by the provision of textile training centres. These teach hand-loom weaving, but instruction in power-loom weaving will be given at centres to be set up shortly. At these, trainees will take courses in weaving, bleaching, dyeing, etc., for various periods lasting up to five years for an overseer.

The Department has also established a laboratory in Aba to carry out research on local vegetable dyestuffs and the application of other dyestuffs to Nigerian fibres. The dye chemist advises Nigerian producers on the dyeing, bleaching and finishing of their goods.

Dairy

The Department of Commerce and Industries operates a dairy at Vom. Production for 1951 was over 267,000 lb. of butter, 53,000 lb. of cheese, and 37,000 lb. of clarified butter fat.

Mills

The Department aims at the construction of 112 palm oil mills by 1952, at a capital cost of over £1,250,000. Each mill is capable of handling 200 tons of fruit per month, and of extracting a greater quantity and better quality of oil than by the traditional hand methods. Other mills managed by the Department are groundnut mills in the north and rice mills in the west.

Canning Factory

The Western Regional Production Development Board agreed in February, 1951, to provide funds for a canning factory at Ibadan. Production started in October. Output from the Lafia Canning Factory, as this enterprise is called, is confined for the present to grapefruit segments and juice.

Other Industrial Activities

Other activities of the Department of Commerce and Industries included tests of mechanical graters for the making of *gari* from cassava ; further investigation into the use of conophor nuts for the paint industry ; the building of a new pottery training centre at Abuja in Niger Province and the establishment of the Okigwi centre in the east on a permanent basis.

CO-OPERATIVE SOCIETIES

The total number of co-operative societies in Nigeria remained at about 1,100. The following were the chief developments during the year in the various types of society :

Credit Societies

These societies have continued to multiply at a vigorous rate, especially in Calabar Province. There are now over 400 "Co-credits", with a working capital increased by 40 per cent over that of 1950. The number of loans granted annually increased steadily ; the great majority are for petty trading. The credit societies' main achievement so far is to mitigate the economic abuses of unregulated money-lending.

The Provincial Union of Calabar Credit Societies had another good year. Assets and deposits increased by 50 per cent. The annual conference organised by the Union was held in 1951 at Eket, with the usual enthusiastic attendance. The 18 local unions organised in 1950 made excellent progress and some already play a substantial part in nursing new societies and in supervising their member societies.

Thrift Societies

There has been a decline in the thrift societies. Three years ago they were the most numerous type ; now they have dropped to third place, and if the prevailing apathy among members continues there is the prospect of further regression. From the Northern Region alone comes a report that the general standard of management is improving.

Consumer Societies

Consumer societies have made no progress. All but one of the village shops in Udi Division suffer from a lack of interest on the part of members. An effort made to solve their supply problem by the formation of a Purchasing Association has not succeeded, owing to the unwillingness of any committee to do the requisite work. In the Western Region only one or two societies now survive, despite additional help from the Government staff. Here and there in the Northern Region co-operation is apparently favoured by some consumers as a method for bulking their requirements and bringing in supplies from a distant source when otherwise none would be available.

Marketing Societies

In the Eastern Region, all but two societies market cocoa and a poor crop during the 1950-51 season caused a serious setback in the

Cameroons. In the 1951-52 season, however, there are signs of revival, an improvement which is essential if newly formed societies at Kumba, Mamfe and Umuahia are to succeed. Two coffee marketing societies near Bamenda did well, but an attempt to organise co-operative coffee marketing at Bakossi was unsuccessful. In the Western Region the majority of the 277 marketing societies showed a profit on cocoa ; one society handling rubber reported a phenomenal income.

At Asejire a society made a pioneer effort in marketing palm produce from an oil mill and a co-operative group farming society was formed. The formation of this potentially important society was sponsored by the Western Region Production Development Board. The Board has undertaken to plant and maintain permanent crops, such as improved oil palms and citrus fruit trees, while the member-farmers retain their entitlement to inter-plant annual crops and to harvest the fruit of the permanent trees. Asejire is in an area where cocoa trees are dying of swollen shoot disease and where, in consequence, the farmers need alternative sources of income.

The total of cocoa marketed co-operatively was 10,908 tons or 9·8 per cent of the Nigerian crop. Storage facilities were further improved. Quality was maintained at a remarkably high level ; more than 98 per cent of all co-operative cocoa was Grade I.

Craft Societies

The eight societies of craftworkers had a fair year, with the exception of the Ikot Ekpene Raffia Workers. This society failed to find any market to replace the loss of substantial exports to the United Kingdom. Its members have requested dissolution, apparently wishing only to recover their share capital and revert to their former loosely-knit "guild" status.

Women's Societies

There are a large number of women in co-operative societies. Three thousand are organised in credit societies with an exclusively female membership. Another seven thousand are enrolled in eight maternity societies, and two craft societies have women members only. In the co-operative maternity centres of the Eastern Region 489 babies were delivered, with a trained midwife in attendance. These women's societies survive on a precarious basis, their most serious weakness being financial.

Chapter 7 : Social Services

EDUCATION

The Report for 1950 mentioned the extraordinary expansion of education in Nigeria since before the war. Government expenditure alone on education is more than ten times what it was in 1939, and this takes no account of expenditure by Native Administrations, or by Christian Missions, which began their educational work in this country

long before Nigeria existed as a political entity and still operate, with financial assistance from Government, the overwhelming majority of schools, particularly in the Western and Eastern Region. This educational expansion continued during the year 1951, which was marked by an increased demand for education from all classes in the Northern Region, where till recently there has not been the extent of keenness for western education shown in the south. Other important events of the year were the progress made with new buildings at Ibadan University College and the establishment of the Nigerian College of Arts, Science and Technology ; more grants of university scholarships ; the further development of adult education ; and a visit by a Study Group sponsored by the Colonial Office and the Nuffield Foundation to make a study of educational policy and practice in British West Africa. These are mentioned in more detail below, together with some of the difficulties met with in the carrying out of the country's educational programme. Two of the most important to be overcome are those of obtaining good teachers in adequate numbers and of obtaining more assistance from the community in paying for the costs of primary education. There was much discussion during the year in both the Western and Eastern Regions on the imposition of education rates for this purpose.

University College, Ibadan

During the year much progress was made with the new buildings of the University which will allow an expansion of numbers up to about 500 in 1952. The numbers during 1951 were much the same as for 1950—about 325. Other important events of the year were the grant of £500,000 by the Nigerian Government to the University to wipe out its deficit, and arrangements for a visitation by the Inter-University Council for Higher Education in the Colonies. Sir Sydney Phillipson assumed duty as Chairman of the Council of the College.

The Nigerian Government has provided the sum of £1,500,000 to build a teaching hospital at the College. The planning of the hospital is proceeding.

A copy of the Address by the Principal, at the First Meeting of the Academic Board Session for 1951–52, is at Appendix F.

The Nigerian College of Arts, Science and Technology

The following description of the College was given on page 54 of the Report for 1950 :

“ It is hoped in 1952 to open another institution of higher education which should be of the greatest importance to Nigeria, namely, the Nigerian College of Arts, Science and Technology. The College will be in three branches, one at Ibadan, one at Zaria, and one at Enugu. The Principal will be Mr. W. H. Thorp of the Nigeria Education Department, who, with Dr. F. J. Harlow, then Principal of the Chelsea Polytechnic, London, prepared the Report on a Technical College Organisation for Nigeria (Sessional Paper No. 11 of 1950), on which the Nigerian Government has based its

plans. The College will provide technical education at the higher levels, and further education for men of ability who are already in employment. Technical education of a lower standard will remain the responsibility of the trade centres and technical institutes of the Technical Branch of the Education Department. In some courses, such as that for the training of professional engineers, the College will provide all the theoretical instruction required ; in others, such as those for training in veterinary science and in the work of medical auxiliaries (the training of doctors will continue to be carried out at the University College, Ibadan), part of this instruction will be given at one of the Government department training schools. The College, especially at Zaria, will also train teachers for secondary schools, for whom there is a very great need, and for technical institutes."

The first students admitted to the College entered the Zaria branch in January, 1952. They are being trained as teachers. The first students at the Ibadan branch of the College will be admitted in October, 1952.

Progress was made during the year with the College building programme. At Ibadan large chemistry and physics laboratories and four blocks of lecture rooms were almost complete by the end of 1951. Less progress had been made at Enugu and Zaria, but the assistance of the Northern Region educational authorities enabled the latter branch to start work at the beginning of 1952. A number of administrative and technical staff were recruited for the College.

Nigerian University Students Overseas

During 1951 the Nigerian Government awarded 115 scholarships to Nigerian students. Of these students, 61 came from the Western Region, 46 from the East and only eight from the North, which with half the population of the country is still behind the West and East in the numbers and range of its schools. Of the students some went to Ibadan University College, and some to universities in the United Kingdom, the United States and Canada. The total number of Nigerian Government scholars at universities in the United Kingdom is 274, and in the U.S.A. and Canada 12. In addition there are some 1,100 private Nigerian students without Government assistance at universities or similar institutions in the United Kingdom and over 300 in North America. There are Nigerian Student Liaison Officers in the United Kingdom who assist Nigerian students there in collaboration with the Colonial Office ; there is also a Nigerian Students Liaison Officer in Washington D.C., who assists Nigerian students in North America.

Technical Education

The existing facilities in this vital branch of Nigerian education and the plans for the future were described on pages 54-55 of the Report for 1950. The expansion that is so necessary to remedy the shortage

of artisans continued, but progress was at times handicapped by lack of electric power supplies and shortage of staff.

The number of full-time students at Yaba Technical Institute was 206 ; there were also 288 part-time students, making a total enrolment of just under 500. Yaba Trade Centre continued to give training in ten different trades. The number of full-time students was 175, and of part-time students 29. The largest classes were for motor mechanics and cabinet makers. Enugu Trade Centre had 162 full-time and 15 part-time students, and Kaduna 86 students, all full-time.

A handicraft centre for school children from senior primary schools in the East was opened at Enugu in January, 1951, with over 200 pupils in woodwork and metal work classes. The Technical Institute at Enugu and the Ombe River (S. Cameroons) Trade Centre are nearing completion and classes are due to start there in 1952.

Teacher Training

The number of teacher-training centres in Nigeria has been increased greatly in recent years. There are now 92 teacher-training centres in Nigeria, including 23 for women only, and three for both men and women, together with two rural education centres for the instruction of teachers in rural science. There are also a number of preliminary training centres, offering courses in preparation for entry to the teacher-training centres proper. In 1938 the total of teacher-training centres was only 30. In spite of the increase it is by no means easy to supply the constantly growing demand for more teachers to maintain the rate of educational expansion. The position reached during 1951 in the Regions is summarised below.

West. In the Western Region, the total number of teachers in training during the year was 1,694 and the output of trained teachers increased to 674. The quality of training is not high and will not improve until better qualified staff is available. A difficulty here is that in general Mission teachers consider that there are more chances for advancement on the administrative side than in teacher training ; this in part accounts for the frequent changes amongst the staff of training colleges run by voluntary agencies, which have an adverse effect on training.

East. The output of trained teachers in the Eastern Region remains high, and at the beginning of the school year 1951, some 1,100 additional trained teachers became available, about 200 of these being women. There is a shortage of equipment evident in many of the teacher-training centres, and some of the entrants have inadequate grounding. The situation should improve soon ; owing to an inadequate supply of trained teachers in the past, the standard reached by many of the primary school leavers is not what it should be, and it is from these school leavers that the majority of entrants to the centres are chosen.

A Government women's training centre at Enugu was opened at the beginning of the year and 56 girl students started their course of

training in January. When the buildings are complete the centre will take 200 students.

North. Good progress in teacher training is being made in the Northern Region. As was mentioned above the first secondary teacher-training course began at the Zaria Branch of the Nigerian College of Arts, Science and Technology in January, 1952. The number of Zaria secondary school students who volunteered both for this course and for the higher elementary training centre, Katsina, is promising. For the first time for some years, there is a good field for recruitment to Bauchi and Katsina elementary training centres. During the year the Chief Inspector of Education, the Education Officer in charge of the Bauchi Elementary Training Centre and Mr. Shettima Kashim, M.B.E., M.H.R., now Minister of Social Services and then Education Officer, Bornu Native Administration, visited the Bakht-er-Ruda Training Centre in the Sudan, to study organisation and methods there.

Secondary Education

Western Region. In the West it became necessary to increase fees for secondary education, but this is now beginning to have the undesirable result of excluding some good pupils from secondary schools.

Queen's School, Ede, which, as was explained on page 55 of the Report for 1950, is taking the boarders of Queen's College, Lagos, the capital's leading Government Girls' School, was completed during the year. King's College, Lagos, the leading Government Boys' School in the capital, started Higher School Certificate work in 1951, and a few girls from Queen's College, Lagos, were admitted to the course.

Eastern Region. In the East the provision for capital grants, made under Colonial Development and Welfare schemes, for the expansion of existing secondary education facilities or for the establishment of new secondary schools is almost exhausted. Secondary schools have benefited to a considerable extent under these schemes, and many are now provided with excellent buildings, but the standard of equipment is in some cases still too low. One of the exceptions is the Government College, Umuahia, where the original buildings, mostly of temporary materials which have lasted beyond their expected span of twenty years, are being replaced by more imposing permanent buildings, although progress is not as rapid as could be wished.

Northern Region. There was satisfactory progress in the Northern Region. The leading Government Secondary Boys' School in the Region is at Zaria, and is now almost complete. The range of teaching at a number of schools was widened and the Sudan Interior Mission opened a new school at Egbe in Kabba Province.

An inter-secondary school sports meeting was held for the first time at Zaria, Saint John's College being the winners. The object of this meeting was not only to raise the standard of athletics in the north but also to establish friendly relations between the secondary schools in this Region.

Primary Education

Primary education in the country is mainly given in Mission schools, financially assisted by Government under the revised grants-in-aid system established by the Education Ordinance (No. 39 of 1948). Government expenditure on grants in aid has become so heavy that, as explained in the Report for 1950, local communities will soon have to bear an increased share of the cost of primary education.

Rating. There was much discussion during the year both in the Western and Eastern Regions regarding the setting up of an educational rating system for this purpose. In the East the Regional House of Assembly approved a report by a Committee in favour of a rating system. Rates have been or are being imposed in several areas of the Region, including Abakaliki Division, Nsukka Division and the area under the Ikot Ekpene County Council.

In the Western Region a few Native Authorities have imposed rates at amounts varying from 3s. to 5s. There is general acceptance of a rate, but only at a figure which can be paid without difficulty by all sections of the community. There have been one or two objections, particularly in Ivbiosakon, where the Native Authority's imposition of a rate of 5s. was followed by a strong protest from about 100 taxpayers.

Inspection, Staff and Pupils. The difficulties of maintaining adequate administration and inspection with insufficient staff still continue, but new posts are being created in the inspectorate of the Education Department.

The teaching staffs of existing schools are being strengthened, but some untrained staff will be necessary for some time to come.

In the Western Region the rush for education has slackened for the time being. In all Provinces in the Region except Warri fewer children started school in 1951 than in 1950. It is probable that this slackening is due to increased fees and the fact that parents no longer see any economic value in a "Standard VI" school leaving certificate.

In the Eastern Region, thanks to the phenomenal rate of expansion during recent years, there are now roughly 400,000 children in junior primary and 100,000 in senior primary schools. Owing to the rapidity of this expansion the standard of buildings and equipment in the schools particularly the junior primary schools, is inadequate, and there is an urgent need of improvement.

An interesting development in the Northern Region is the success of community schools in Kabba Province, where the local communities are building, and often equipping, new schools, and the Native Administration is supplying the teachers.

Girls' Education

There were further advances in girls' education in the Northern Region. The first three Muslim women from the far north have obtained their Elementary Teachers' Certificates ; two new training

centres have been built, and are to be open in 1952 ; one more Provincial girls' school is nearly completed, and plans are advanced for the building of the first Government girls' secondary school for the north. More than 40 qualified teachers have passed out from the Government Training Centres at Kano and Sokoto, and from the two Mission Training Centres ; a second Mission secondary school has been opened in Kaduna, and a new school for local girls has been opened by the Roman Catholic Mission in Plateau Province, at Zawan. Guiding and other forms of informal education are expanding. New Companies have been started in districts in which girls have hitherto been shy of appearing even to enjoy themselves, and this is symbolic of a general stirring among women all over the north.

In August, a Headmistresses' Course was held for the first time in Kaduna. Twenty headmistresses and senior members of school staffs attended, and showed their quality in a strenuous ten days of activity.

In the west, as was mentioned above, Queen's School, Ede, was completed. There are encouraging reports from the Region of the increasing interest shown by the public in the provision of secondary schools for girls, but the total number of girls receiving secondary education remains small.

Women's classes continue to be popular. Many more could be opened if staff were available to run them, but recruits for work among adult women and for domestic science are still few.

Adult Education

A representative Conference on Adult Education was held at Zaria during the year. The Central Board of Education in November, 1951, accepted this Conference's main recommendations and issued the following statement of territorial policy :

(1) The essential aim of adult education is to organise facilities for remedial primary education for adults, especially in rural areas.

(2) Facilities for remedial primary education may be extended to adolescents, i.e. persons about twelve years old and above, who are not school pupils. Conditions for the admission of such adolescents to adult classes or the provision of separate classes for them must be determined locally in accordance with instructions issued by a Regional Director.

(3) The first objective of all adult education activities is to help illiterates to read and write in their language of conversation so that they can feed and enrich their own minds and take an intelligent part in social, economic and political developments.

(4) Provision should be made in Adult Education Centres for post-literacy instruction in accordance with courses of study approved by the Education Department.

(5) The programme of adult education should include such activities as homecraft for women, talks, discussions and practical community improvement projects.

(6) In view of the urgent importance of the social education of women they should be given special consideration in the adult education programme.

(7) A determined effort should be made by the Regional Governments to co-ordinate the activities of the agencies concerned with adult education.

Each Region now has its own Adult Education Branch and the Regions will, therefore, prepare plans in 1952 to implement this policy.

The total 1951 enrolment in adult education classes was 88,700, an increase of 26,000 over the 1950 figure. In the north all the classes are for literacy instruction. In the other Regions about a quarter are post-literacy classes. In all Regions the programme is now one of seasonal literacy campaigns repeated every year. An attempt to organise instruction throughout the year was unsuccessful and has been abandoned.

The increasing number of women attending is encouraging, and Calabar Province continues to lead the way. Where possible, separate classes are organised for women, but the difficulty is to find instructors.

There are now eight vernacular news-sheets—four in Yoruba, and one each in Hausa, Tiv, Kanuri and Ibo. All are increasing in popularity. An experiment with a coloured comic strip in Yoruba has only had a limited success. While popular with school children, it was found that the adults had difficulty in understanding the technique.

Books are now being produced in fourteen languages—Hausa, Yoruba, Ibo, Efik, Bini, Etsako, Tiv, Gwari, Nupe, Igala, Kanuri, Fulani, Birom, and Bura. The total numbers of primers sold in the period 1947 to 1951 are :

Hausa	.	.	.	.	230,000
Yoruba	.	.	.	.	82,000
Efik	.	.	.	.	38,000
Ibo	.	.	.	.	42,000
Other Languages	.	.	.	.	25,000
					<hr/> 417,000

Visit of Education Study Group

The Study Group referred to on page 51, which visited Nigeria during the year to study educational policy and practice, was under the chairmanship of Dr. G. B. Jeffery, F.R.S., Director of the Institute of Education of London University. The Group included the Chief Education Officer of Kent, one of His Majesty's Inspectors of Secondary (Modern) Schools, and an authority on education and welfare work among adolescent girls. The Group spent almost three months in Nigeria, visiting schools of all types and Teacher-Training Centres, and holding discussions with members of the Education Department, the Regional and Central Boards of Education, local Education Committees, representatives of Voluntary Agencies, Native Authorities, and teachers, and with many others.

During 1951 the medical services of Nigeria were rapidly expanded, and it is doubtful if in any one previous year so much progress has been made. These medical services are provided by the Government Medical Department, Missions, companies and corporations, such as the Cameroons Development Corporation, and private practitioners. The head of the Medical Department is Dr. S. L. Manuwa, O.B.E., M.D., F.R.C.S., Inspector-General of Medical Services. Dr. Manuwa is the first Nigerian to become head of the Medical Department which included 240 qualified men and women in 1951. The main achievements of the year are set out in the paragraphs below. They include the improvement and extension of nurses' training ; progress with the establishment of a Medical School for the Northern Region at Kano ; the completion of three new general hospitals ; important and encouraging results in the treatment of leprosy at Uzuakoli ; progress with the experimental malaria eradication scheme at Ilaro ; the start of a new rural health service ; and the expansion of maternity and child welfare clinics.

Much of this progress was made possible by the great improvement in the recruitment of staff during the year. The establishment of medical officers, health sisters and radiographers is now full. There is, however, still a serious shortage of general duty nursing sisters and of sister tutors who are badly needed to train local nurses in sufficient numbers ; further a great number of the new medical officers are at present on contract terms and not permanent members of the establishment.

Main Training Schemes

Doctors. Since 1948 nearly 100 Africans have been appointed to senior service medical or health posts in the Medical Department, but the expansion of Nigerian medical services is impossible without a further great increase in the supply of trained Nigerian medical staff. The local training of doctors is the responsibility of the Medical Faculty of the University College, Ibadan. At the beginning of the academic year 1951-52 there were over 80 Nigerians studying medicine at the College, 30 with Government bursaries. There were also over 100 Nigerian medical students in the United Kingdom including 10 Government scholars, and 13 in North America including two Government scholars.

Nurses and Midwives. There are about 200 Nigerian girls training as nurses in the United Kingdom.

The local training of nurses has been improved and extended. A hostel for female nurses at Kano is under construction and the one at Ibadan is being expanded to double the intake of student nurses from 40 to 80. Of the nurses in training 158 passed the Nursing Council examination and became registered nurses. Two hundred and three nurses have completed their preliminary training during the year and have been sent to the various hospitals for further training. There

has been a welcome increase in the number of female candidates offering for training as nurses, but many more are required.

A school for the training of Grade I midwives at Kaduna was opened during the year, bringing the total in the country up to four. Three midwifery sister tutors were recruited for teaching purposes during 1951. Examinations are held bi-annually by the Nigerian Midwives Board and 31 candidates obtained their Grade I Certificates. It is now the policy of the Department that all registered female nurses undergo midwifery training and this is being carried out gradually. Grade II midwives are trained by various Missions and Native Administrations ; during the year 122 passed the Midwifery Board's Grade II examination and obtained their certificates.

Pharmacy. At the School of Pharmacy, Yaba, the total number of students during the year was 110 ; of these 29 passed Part I of the Diploma examination and 19 passed Part II. The latter were awarded their Diplomas as qualified chemists and druggists.

The School of Pharmacy, Zaria trains students for the Dispensers (Northern Certificate) which, although adequate, is not of such a high standard as the Yaba Diploma. The course lasts for three years. Twenty-six students are now in residence and nine obtained their Dispenser's Certificate during the year.

Sanitary Inspectors. Training is given at Lagos, Kano, Aba, and Ibadan. In the three schools at Ibadan, Kano and Aba 105 students were in training during the year, of whom 74 were Native Administration students and 31 Government. Twenty-two students qualified as Sanitary Inspectors from the three schools. The Lagos school had in training 46 students during the year, of whom 17 qualified as Sanitary Inspectors, nine of these obtained their R.S.I. Certificate. Nine other Sanitary Inspectors from the Provinces also obtained this certificate.

Medical Assistants, Medical School, Northern Region. As was mentioned in the Report for 1950, it is intended to establish a training school at Kano for medical assistants. Students passing out successfully from the school would be licensed for Government service in the Northern Region. A Principal has already been appointed and is in residence in Kano. During the year he made an extensive tour of training schools in British Tropical African territories in order to discover the methods and type of training most suited to Northern Nigeria and to the students concerned. Some equipment is already available from the old abandoned Yaba Medical School. It will be possible to start the training of students without waiting for buildings to be completed by using for the time being some of the new Infectious Diseases Hospital Buildings in Kano City.

Other Schemes. Other training schemes continued during the year. These included courses for dental technicians, X-ray technicians, assistant physiotherapists, laboratory technical assistants and dispensary attendants.

Hospital Services

New General Hospitals. During the year three new general hospitals were completed. These are at Onitsha, Shagamu and Birnin Kebbi, where better hospitals were badly needed.

North. In the Northern Region a new hospital at Mubi (in part of Adamawa Province within the Cameroons Trust Territory) is taking shape and should be completed in twelve months' time. The rebuilding of Bauchi Hospital is near completion and several of the new buildings have been occupied. Work on rebuilding Lokoja hospital on a new site is progressing well. New wards have been added to the hospitals at Offa and Maiduguri and Jos infectious diseases hospital, while new operating theatres with X-ray rooms attached have been completed at Kafanchan, Maiduguri and Katsina. Other essential additions such as maternity wards, administrative and out-patient blocks, isolation wards and Junior Staff quarters are being or have been completed at Kano, Kafanchan and Yola. Zaria General Hospital is being provided with waterborne sanitation.

East. In the Eastern Region, the new 106-bed General Hospital at Onitsha, mentioned above, is complete. A modern hospital of 75 beds and a tuberculosis pavilion of 30 beds at Bamenda are almost ready. A further addition of 75 beds has been made to the Aba Hospital and the maternity section of this institution now deals with 2,500 confinements a year. A new children's ward of 12 beds was opened at Calabar during the year and the conversion of an old building has provided a satisfactory tuberculosis pavilion where a good start in the modern treatment of tuberculosis has been made. At Ogoja a new 16-bed ward is near completion and at Enugu a new theatre for the existing General Hospital will shortly be in use. A new country-type hospital at Ogoni is nearing completion.

West. In the Western Region Shagamu hospital was completed. In addition a new 30-bed ward has been added to the Benin General Hospital. The old Akure General Hospital is rapidly being converted to a maternity hospital. At Warri a 20-bed maternity ward and a 30-bed general ward have been added. At Abeokuta a start has been made with construction of the new mental hospital. At Iwofin work is under way on the proposed new maternity hospital.

Co-operation with Missions. Progress has been made in expanding further hospital facilities in co-operation with Missions. In the west, building has commenced at the two new combined Government and Mission hospitals at Owo and Ado Ekiti. In the east a start has been made on the new Mission Hospital at Eket which has received a grant of £10,000 from Government and plans for the building of a joint hospital at Amaigbo are under way. In the north, work on the Mission hospitals at Bambur, Numan and Lassa, for which Government grants have been made, is steadily progressing, while Mkar hospital has added a maternity ward to its already extensive facilities.

Rural Health Service. A start has been made with rural health services which, in co-operation with medical field units and in charge of rural medical officers assisted by health sisters, should come to play as important a part in the life of the rural communities as the hospital service in the urban areas. The Rural Health Centre at Kankiya in Katsina Province has been completed and the building of a second centre at Sokoto has commenced. The ambulance services are being gradually expanded and form an important link between the rural health service and the hospitals. Twenty-one new ambulances were received in the Northern Region during the year ; five of these were purchased by various Native Authorities and the remainder by Government. Eleven new ambulances were put into use by the Western Region, including two in Lagos, and three in the Eastern Region.

Maternity and Child Welfare. Ante-natal clinics continue to grow in popularity. The recruitment of 14 additional health sisters during the year has enabled a great expansion in this favoured aspect of medical work, but even so the demand outstrips supply.

Mental Services. Plans for the first units of the projected new Mental Hospital at Abeokuta have been completed and work is about to commence. The first stage of construction will comprise six buildings (one treatment and administrative building, two male wards, two female wards and a refectory). These will provide accommodation for 72 patients. The first four nurses to complete their training on scholarship in the United Kingdom for mental hospital work have returned ; three others are in training.

Orthopaedic Hospital. The amount of work undertaken is increasing year by year. Accommodation for patients is now inadequate and it is hoped to add another ward and new staff quarters as soon as possible. Assistant physiotherapists receive their training at the hospital, and the limb workshop continues to grow in popularity. During the year 64 new artificial lower limbs and 10 upper limbs were made ; 518 artificial limbs were serviced and 485 other orthopaedic appliances made. The workshop provides all types of orthopaedic appliances from crutches to full limbs for hospitals all over Nigeria. In the Physiotherapy Department 19,709 treatments were given to in-patients and 10,260 to out-patients.

Medical Field Units. The work of these units is being gradually expanded. In the Western Region there are two Units based on Ilaro and Auchi, where mass campaigns are being carried out against endemic diseases, notably against yaws ; mass vaccination campaigns were undertaken in Abeokuta, Oyo and Benin Provinces. Sample surveys are performed to estimate the incidence and morbidity rates of conditions in rural areas.

In the north there are four units with headquarters in the Sokoto, Bornu, Plateau and Benue Provinces. The Sokoto team undertook a mass morbidity survey at Yabo and treatment centres were established at Kalgo and Diggi. Special investigation was made into the nutrition

of the people and the most important vitamin deficiency was considered to be a lack of Vitamin C. A further survey at Raba showed the commonest diseases to be bilharzia, hookworm and guinea worm. The Bornu unit discovered that many of the people in the area of their survey were infected with bilharzia. The Plateau Field Unit was lent to the Eastern Region for a mass vaccination campaign and on its return to the Plateau began sleeping sickness and yaws surveys in the Southern and Jema'a Divisions. Later this unit was engaged in investigating an epidemic of unknown aetiology occurring over a widespread area in the Province. The Benue unit, in addition to controlling endemic diseases in the Province by means of dispensary groups, each of which treated up to 900 cases a month, also carried out mass vaccination campaigns and assisted in obtaining a number of valuable vital and sociological statistics in connection with the coming census.

In the Eastern Region the Cameroons Unit assisted in loiasis research at Kumba and conducted systematic surveys in Bamenda and Kumba, establishing levels of incidence of yaws and helminthic disorders in these areas and making a special study of bilharzia and paragoniamiasis. A new Unit was posted to the Rivers Province towards the end of the year. In December both Units were actively engaged in preventive work necessitated by an outbreak of yellow fever in the Udi division of Onitsha Province.

It is of interest that the hostile attitude of the people, so frequently observed in vaccination campaigns, disappears to a large extent when these are part of a general mass survey and treatment programme.

Diseases and Treatment

Leprosy. The Leprosy Research Unit at Uzuakoli is attracting world attention. The greatest contribution of the Unit has been the introduction of D.A.D.P.S. In Uzuakoli this drug has been thoroughly tested for toxicity and a rationale of treatment worked out ; the drug is effective and cheap and can be made available to all. The introduction of sulphone treatment has had a profound effect both on the patient and the outlook for leprosy control. The disease is no longer to be dreaded and concealed, with the result that in Onitsha Province alone 10,074 patients are on sulphone treatment and 29 segregation villages have come into existence in the last eighteen months. In Owerri Province 4,755 patients have voluntarily isolated themselves. In the Aba Division of this province the people have themselves contributed over £1,000 towards the extension of local centres. Old defaulters from the hydnocarpus oil days are returning for treatment. Thus the new drug is having effects far wider than its specific therapeutic action alone. The period necessary for treatment still requires the isolation of infectious cases, preferably in segregation villages.

The improvement of the staff position in the Leprosy Service is gratifying ; there are now nine full-time medical officers and nine nursing sisters engaged solely in leprosy work, apart from the great

contribution made by the various Missions who undertake this work. Those missions pursuing the approved policy in leprosy work obtain Government support both in capital and recurrent expenditure.

It is evident from recent figures that there is a definite decrease in the incidence of leprosy in the Eastern Region and it has been possible to consider the closure of a clinic. This marks, it is hoped, the beginning of a wane in leprosy, due to concentrated effort and the remarkable effects of new treatment and segregation.

Smallpox. As has been stated in many previous reports this disease is still prevalent throughout much of the country and takes an unnecessarily heavy toll of life, recoveries often leaving the unfortunate victim blind. During the year there have been encouraging signs that opposition to vaccination is lessening, especially through the efforts of the Field Units, and it is likely that, once the Rural Health Service has made its impact on the rural areas, opposition will fast disappear. Over seven million doses of smallpox vaccine were prepared by the Laboratory Services during the year and over two and three quarter million vaccinations were carried out up to the end of November, 1951.

Cerebro-spinal meningitis. Happily no major epidemic of this disease occurred during the period under review and total notifications up to the end of the year for sporadic outbreaks were 9,933, compared with 27,596 for 1950.

Malaria Service. The Malaria Service has extended the scope of its work and widened contacts with British and foreign scientific institutions. The continuance of the Ilaro experimental eradication scheme and preparations for the malaria training course to be run in Nigeria in 1952 by the Malaria Service under the auspices of the World Health Organisation were the two main pre-occupations.

Although final results on the Ilaro eradication scheme cannot be assessed until it has been in operation for three full years, some interesting figures are available. Unlike eradication projects in Sardinia and Cyprus, where re-infestation is prevented by natural barriers, the Ilaro project is not so protected, and in essence consists of attempted control of anopheline mosquitoes in a hyperendemic area purely by the residual spraying, repeated at three-monthly intervals, of 2,300 houses containing over 11,000 rooms. All dwellings situated within a three-mile area of Ilaro are similarly treated. There has been a spectacular decrease of adult anophelines, especially of *Anopheles funestus*. The average number of *A. funestus* collected per capture station per room per day dropped from 2.49 in 1949 to 0.0005 in 1951 and in the case of *A. gambiae* from 3.3 in 1949 to 0.4 in 1951. The amount of larval breeding similarly decreased from 20 larvae per 100 dips in 1950 to a figure varying from 0 to 0.2 in 1951 in the case of *A. funestus* and from 150 per 100 dips in April, 1950, to 18 during 1951 in the case of *A. gambiae*. The infectivity of *A. gambiae* fell from the average monthly rate of 6.3 per cent in 1949 to 0.12 per cent in 1951 and in the case of *A. funestus* from 3.5 per cent in 1949 to zero in 1951.

The results of this hounding of the mosquito has begun to show results in the population, especially in the young. In infants the reduction of infectivity was from 28 per cent in 1949 to 9·8 per cent in 1951 and in children between one and two years from 80 per cent in 1949 to 37 per cent in 1951. Other results are reflected in the reduction of malarial morbidity recorded at Ilaro dispensary, an increase in live births and a reduction in infant mortality rates. The cost of the scheme is a modest 5s. per annum per head of the population. The expert committee on malaria of the World Health Organisation expressed its thanks to the Nigerian Government for the initiation of the Ilaro scheme and has recommended that the attention of other Governments be drawn to the principles under which the scheme operated.

Sleeping Sickness. The control of sleeping sickness by means of treatment and prophylactic drugs has continued. During the year 600,000 people have been examined by teams and individual dispensary attendants and 2,000 new cases discovered. A fresh occurrence of this disease was detected in the eastern part of Kano Province and 20,000 people were examined in Mallamaduri and Anyo districts of Hadeija Emirate. In the Zalan and Rahama districts of Bauchi infection rates appear to be on the increase. This is due in a large measure to recent numerous new mining projects and the situation is being investigated. In the Jema'a Division of Plateau Province timber extraction undertakings have increased exposure of labourers to sleeping sickness infection, and appropriate measures have been taken.

Four hundred and eight miles of stream were cleared during the year, mainly in contiguous parts of Katsina, Zaria and Kano, and on the headwaters of the Challawa and Shika river systems. The lower reaches of the latter have permanent flowing water and every effort is being made to have the reclaimed valleys properly utilised for grazing and irrigated farming. Another 35 square miles have been made tsetse free near Gboko where numbers of Zebu cattle are able to remain throughout the year. Clearance on a smaller scale was carried out near Kafanchan in the Lere district of Zaria and at the settlements in Kontagora and Shendam.

Tuberculosis. Two medical officers, after extended courses on tuberculosis in the United Kingdom, returned to duty during the year. One of these has taken up duty in Lagos and is in charge of a small 20-bed Tuberculosis Sanatorium at Yaba ; he also has charge of 29 beds for tuberculosis cases at the General Hospital, Lagos. A Tuberculosis Clinic has been opened at the General Hospital. The second officer with headquarters in Ibadan is busily engaged on preliminary work for a general survey to be carried out with a newly arrived mobile mass miniature radiography unit. As was mentioned above an old building at Calabar has been converted into a tuberculosis ward and a new tuberculosis pavilion is being added to the new hospital at Bamenda. Plans have been completed for a new pavilion for Jos. The mass miniature X-ray set in Lagos was used to the full during the year.

Treatment of pulmonary tuberculosis is by the most modern methods ; streptomycin and P.A.S., though their use is strictly controlled, have been made available for use in in-patient treatment of suitable cases both in Lagos and at other general hospitals.

Yellow Fever. During the latter part of December an outbreak of yellow fever in Udi Division of Onitsha Province was discovered. This outbreak was still in progress in March, 1952, and to that date 13 proven cases with eight deaths were recorded. A complete medical field unit with its Medical Officer and 31 dressers was mobilised to deal with the situation together with Senior Health Superintendents, a Senior Laboratory Superintendent and other junior service staff. The Acting Director of Virus Research is undertaking a controlled epidemiological investigation in addition to a clinical and pathological investigation of cases. Vigorous anti-mosquito work is in progress and a mass immunisation campaign is under way ; up to the present 26,000 persons have been vaccinated with Dakar combined yellow fever smallpox vaccine.

Laboratory Service.

One new laboratory was opened at Onitsha, bringing the total to 28 laboratories outside the Lagos area.

Over seven million doses of phenolised and lanolated smallpox vaccine were produced. Preliminary experimental work was commenced on the combined yellow fever/smallpox vaccine. Anti-rabies vaccine continues to be produced and 190,000 ml. of this vaccine was prepared. A satisfactory pregnancy test, the results of which will be published shortly, has been worked out by a pathologist using local male toads. Work has begun on streptomycin sensitivity tests on the local strains of the tubercle bacillus.

Medical Research

The Virus Research Institute has continued its programme and has also undertaken several other investigations outside its original commitments, notably work in the Gold Coast and in Onitsha Province on outbreaks of yellow fever and on the use of the yellow fever scratch vaccine produced by the Pasteur Institute at Dakar. The Institute has been designated a World Health Organisation Influenza Centre and is undertaking investigations into the epidemiology and virology of this disease. The study of local strains of rabies virus has been pursued, and it has been shown that the live vaccine prepared from chick-embryo material by Lederle Laboratories has a high immunising potency in mice against Nigerian strains of rabies and also that the vaccine can be readily prepared under local conditions. The shortage of professional staff for research is still acute but during the year three new laboratory superintendents were appointed.

The research team at Kumba in the Southern Cameroons continued its investigations on loiasis mentioned on page 61 of the 1950 report.

Heat Research

During the past twelve months work has continued on the problems of the adaptations to the hot humid environment shown by both the African and the European. The specific fields of investigation include acclimatisation, metabolism, nerve function, endocrinology and blood chemistry. Some anthropological investigations have also been made. During the latter part of the year the Heat Research Officer visited Korea on secondment to investigate the physiological problems of clothing and adaptation in cold climates.

X-Ray Services

Ten more X-Ray technicians passed their examination in April and six more students began a six-month course in the X-Ray Department, Lagos, during June.

Two Medical Officers (Radiological), after seven months study leave, returned to Nigeria in 1951. Since then radiology work in the Lagos area has been greatly expanded and radiography techniques improved.

All films taken are examined and reported on by these Medical Officers, who also examine patients by fluoroscopic screening methods both at Igbobi Hospital and at the Lagos Chest Clinic. Some 5,000 patients were X-rayed in the Lagos area. Certain radiological examinations are now carried out as a routine measure when indicated.

The inspecting radiographer has maintained and transferred X-ray sets in all three Regions so that the existing equipment is used to the best advantage. Production delays in the United Kingdom, however, postponed the delivery of powerful 4-valve and other X-ray sets which are on order.

HOUSING

The following paragraphs describe briefly the various types of housing in Nigeria's three Regions and the more important housing and town planning schemes.

Northern Region

Most families live in simple houses of mud and thatch, which can be easily built and renewed from local materials. The wealthier classes live usually in large rectangular houses, built mostly of mud, but with concrete floors, cement facings and sometimes corrugated iron roofs. In Kabba Province larger houses of European design are more common, but in Bornu many nomads live during the dry season in primitive grass shelters.

There were no striking changes during the year, but the numbers of people putting up houses of a higher standard than before continued to increase. In Kano playgrounds for children have been set aside and equipped. In the resettlement villages at Mokwa, Kontagora and elsewhere houses have to be built to an approved design with adequate space between compounds. The need for avoiding overcrowding within single large compounds was tragically illustrated early in the

year when over 150 people at Ilorin died within one compound as a result of a fire.

Eastern Region

Housing in the Eastern Region varies from huts in rural areas, with mud and wattle walls, and roofs of palm leaf or grass thatch, to houses of mud and cement blocks with corrugated iron roofs and cement floors. In the villages houses are owned by families or individuals ; in large centres such as Port Harcourt there are a number of landlords, who live by leasing their properties.

Important improvements in housing, drainage and town planning were completed or planned during the year at Enugu, Onitsha and Calabar. At Enugu a Town Planning Authority was established in 1951. The tarring of all main roads and side streets is being completed, street lighting improved, and £160,000 is being spent on a Railway Junior Service Housing Estate. Onitsha plans to establish a first-rate market and to tar all roads in a new building area at Fegge. At Calabar there are plans for slum clearance at Duke Town and for establishing a housing estate on the edge of the town ; the total cost will be over £200,000. The Cameroons Development Corporation and Messrs. Elders & Fyffes continued with their large-scale plans for the rehousing of workers on the plantations ; the cost of the new model houses and villages being built will be well over £2,000,000. More villages were replanned and reconstructed by community development schemes during 1951. Work on 11 villages was finished, and work on a further 13 was still going on at the end of the year.

Western Region.

The usual type of house occupied by the poorer classes has mud walls, wooden windows and doors, and a thatched roof. The houses of the more prosperous classes are of mud or brick and cement walls and have corrugated iron roofs and glass windows ; in many cases a house of this type will consist of two or more storeys and will include a produce store or shop on the ground floor. The older houses are normally owned by a family group, but there is a growing tendency for the wealthy to build separately for their own immediate family. In some of the larger towns, such as Abeokuta and Ijebu-Ode, where there is a considerable demand from "strangers" for accommodation, the building of houses is a favourite and profitable way of investing capital.

Lagos

The Lagos Executive Development Board is undertaking the reclamation of land at Apapa, the main port of Lagos, and the construction there of a new satellite town to accommodate some 17,000 people. The reclamation scheme is being undertaken by the Westminster Dredging Company and will involve the dredging of 5,000,000 cubic yards of sand and the pumping of this sand on to the land to be reclaimed.

As there is no nearby stone supply for making roads for the new town, various methods of soil stabilisation to find a suitable base composition for these roads have been tried. It has been discovered that a base 9 inches thick of sand and cement mixed gives the strength required.

This base is covered by a granolithic wearing surface 2 inches thick, well tamped to ensure that the base and surface are joined together. This method of construction ensures the use of the minimum of stone with a great saving in cost.

The estimated cost of the scheme is £1,250,000 which the Board has found by loan repayable over 30 years at $4\frac{1}{2}$ per cent per annum. Revenue from this scheme, from rents, etc., is estimated at £87,000 a year.

The Board has also prepared a scheme which has been approved by the Governor-in-Council for the clearance of slums over an area of 68 acres in the centre of Lagos Island. The population living in this slum area is estimated to be 20,000. The progress of the scheme has been held up because it is first necessary for the Board to find over £1,000,000 to provide advances for the re-erection of buildings in the cleared area.

SOCIAL WELFARE

The words "social welfare" in this section are interpreted narrowly enough to exclude social services such as education, described elsewhere, but widely enough to cover more than measures simply undertaken for classes of the community requiring special care. Throughout the countryside and often in the towns such matters as the care of the destitute, the aged and the infirm, are the acknowledged responsibility of the family ; in Nigeria charity still begins at home. There is a Government Social Welfare Department which works mainly in the large cities. Most of the Welfare Officers in it are Nigerians trained in the United Kingdom.

Northern Region

Youth Clubs. These are growing in strength and numbers. There are now seven in Zaria Town alone. Many of the clubs hold literacy classes.

Scouts and Guides. The Scout and Guide movement continues to grow in popularity throughout the Region.

Alms Houses. The Kano City Council and one of the Kano Province District Councils have decided to raise a local rate to pay for the establishment of alms houses for the poor and maimed.

Juvenile delinquency. Juvenile delinquency in the large cities of the north is a problem of importance to which Native Authorities are giving increasing attention. The Sokoto Native Administration has decided to establish a reformatory at a cost of £10,000. The reformatory at Yelwa in Bornu has continued to do good work. The boys

there are now taught arithmetic and Hausa to give them a grounding in school subjects as well as crafts and mixed farming.

Eastern Region

The Cameroons Development Corporation and the Nigerian Coal Corporation both provide a wide range of social welfare services for their employees. These include shops where workers can buy goods not otherwise easily obtained at reasonable prices, clinics for workers' families, literacy classes, and opportunities for many kinds of sport. The Governor opened a large new Cameroons Development Corporation sports stadium and recreational hall at Bota during the year. Two successful courses were held during the year at the Man O' War Bay School, which, as was described in the 1950 report, aims at training potential leaders in community development. Man O' War Bay lies at the foot of the Cameroons Mountain ; the courses there are modelled on those of the "Outward Bound" Trust Schools in the United Kingdom. Juvenile delinquency, arising mainly from the exploitation of children by unsuitable guardians to whom the children have been sent from the rural areas by their parents, still remains a problem in Calabar Province. Probation Officers acting in collaboration with the Juvenile Courts have made good progress in supervising children in need of care and protection and from homes broken by matrimonial disputes.

Western Region

Outside Lagos and the Colony there are no organised social welfare services but a great deal of voluntary activity by such bodies as the Red Cross Society, the Young Women's Christian Association and the Women's Social Service Club at Ibadan. Administrative Officers in the general run of their duties perform many of the tasks of Welfare Officers. In Lagos the most serious social welfare problem is that of juvenile delinquency, which the modern methods of the past years have reduced to more manageable proportions. Isheri Approved School continued to do valuable work in training young chronic offenders for better ways of life. Young Farmers Clubs have been successfully established in the Colony outside Lagos itself, and there are rural welfare teams in Ikeja and Epe divisions.

Chapter 8 : Legislation

The Constitution. The most important legislation of the year on the political side was the Nigeria (Constitution) Order in Council, 1951. This Order in Council together with the Nigeria (Electoral Provisions) Order in Council, 1951, and the Nigeria (Revenue Allocation) Order in Council, 1951, established the framework of the new Constitution. A considerable amount of subsidiary legislation was passed during the year under the provisions of these Orders in Council, chiefly in connection with the election of representatives to the central and regional

legislatures. Under the authority of the Nigeria (Constitution) Order in Council, 1951, the Adaptation of Laws Order, 1951 (No. 47) introduced certain amendments in the Laws of Nigeria made necessary by the new Constitution. The Change of Titles Order in Council, 1951 (No. 53), made under the Change of Titles Ordinance (Cap. 30), sets out the changes in title of various Government officials. The heads of regionalised departments, such as the Medical Department, are now known as Inspector-Generals instead of as Directors.

Economic questions. On the economic side one of the most important new Ordinances was the Regional Production Development Boards Ordinance (No. 27 of 1951). This consolidates the provisions of the Nigeria Groundnut Marketing Ordinance, 1949, relating to the functions and operation of the Northern Regional Production Development Board, and of the Nigeria Oil Palm Produce Marketing Ordinance, 1949, relating to the Eastern and Western Regional Production Development Boards. Under the provisions of the latter two Ordinances, the Northern Board was associated only with groundnuts and the products affected by the Groundnut Marketing Ordinance and the Eastern and Western Boards only with palm oil and the other products affected by the Oil Palm Produce Marketing Ordinance. Under the new Ordinance the Boards are reconstituted and enabled to apply the development funds of any of the producing industries concerned to the development of those industries and to the economic benefit or prosperity of the producers or of the areas of production. The new Boards also take over the development powers of the Nigeria Cocoa Marketing Board, and the Cocoa Marketing Board Ordinance, 1947, is amended accordingly.

Partly as a result of the Regional Production Development Boards Ordinance and partly as a result of experience gained in operating the various Ordinances relating to marketing, amendments were introduced in the Oil Palm Produce Marketing Ordinance, 1949, and in the Nigeria Groundnut Marketing Ordinance, 1949, by Ordinance No. 30 and Ordinance No. 31 respectively.

In the same sphere the West African Oil Palm Research Ordinance, 1951 (No. 20), provided for the establishment of an institute to undertake research into matters relating to the oil palm and for the management of the institute by an incorporated committee.

Local loans for development and welfare purposes were dealt with in the Nigeria Local Loan Ordinance, 1951 (No. 18) and the Local Borrowings Ordinance, 1951 (No. 16). The former enables the Nigerian Government to raise a loan not exceeding £20 million in Nigeria primarily for the purposes connected with the Ten-Year Plan of Development and Welfare, and also for any other purposes connected with the development and welfare of Nigeria which the Legislature may approve. The latter provides statutory authority for the acceptance by the Government of loans from certain public authorities and for charging such loans on the public revenue for the purposes of development and general welfare.

Courts. The powers of Native Courts in relation to offences against native law and custom which are also offences against the Criminal Code were defined in the Native Courts (Amendment) Ordinance, 1951 (No. 2). This Ordinance, while repealing the Native Courts Ordinance, 1948, affirms the principle that Native Courts may try such cases in accordance with native law and custom and adds a further important provision that, in the event of conviction, no heavier punishment shall be imposed than the maximum permitted by the Code. The powers of appellate courts and authorities in criminal appeals are increased, but the provision in the Native Courts Ordinance, 1948, conferring power upon a Judge to set aside a decision if not satisfactory, having regard to the provisions of the Code, is not repeated owing to the unsatisfactory working of that provision.

Medicine. The Medical Practitioners and Dentists (Amendment) Ordinance, 1951 (No. 24) enables University College, Ibadan, to grant a degree entitling the holder to register as a medical practitioner ; and also permits, subject to certain conditions and safeguards, the temporary registration of medical practitioners whose qualifications have been obtained in foreign countries.

Civil Service Pensions. Mention must also be made of the Pensions Ordinance, 1951 (No. 29), which consolidates the law relating to officers in the public service of Nigeria formerly contained in the European Officers' Pensions Ordinance (Chapter 62) and the Non-European Officers' Pensions Ordinance (Chapter 110).

Subsidiary Legislation. Among subsidiary legislation of interest was the Census (Nigeria) Order in Council, 1951 (No. 41) providing for a census to be taken of the inhabitants of Nigeria in 1952 and 1953 ; further provision is made for this purpose in the Census Regulations, 1951 (No. 61). Nine sets of regulations were also made under the Produce Inspection Ordinance, 1950, governing the inspection for export and otherwise of various important forms of produce (Regulations Nos. 26-34).

Chapter 9 : Justice, Police and Prisons

JUSTICE

Courts

There are two kinds of law in force in Nigeria, English and native. The courts where these systems of law are administered are the Supreme Court and Magistrates' Courts, which primarily administer English law and the Native Courts which primarily administer native law and custom. Appeals from the Supreme Court are brought before the West African Court of Appeal, established by Order in Council to hear appeals in all the West African territories. From decisions of the West African Court of Appeal there is an appeal to Her Majesty in Council.

Supreme Court. The Supreme Court is a superior court of record possessing jurisdiction unlimited as regards subject matter and degree, area and persons. The court sits as a court of first instance, and as a court of appeal for Magistrates' Courts and for some Native Courts. Subject to certain reservations, the original, as distinct from the appellate, jurisdiction may not be exercised in any case relating to land, marriage, family status, or the succession or property which comes within the jurisdiction of a Native Court ; and the jurisdiction is completely excluded in any case over which a Native Court has exercised or is exercising any of its own jurisdiction.

To help carry on the business of the Supreme Court, Nigeria is divided into divisions in each of which one or more Judges may be directed to sit. As far as possible three Judges now sit regularly in Lagos, and one at each of 10 centres in the territory.

Magistrates' Courts. The original jurisdiction of Magistrates' Courts is limited to personal actions for specified amounts varying from £25 to £200 according to the grade of the Magistrate concerned, and, on the criminal side, to the infliction of punishments up to a maximum of two years' imprisonment ; and the exercise of this jurisdiction is restricted in the same way as the exercise of the original jurisdiction of the Supreme Court. As regards area, a Magistrate's jurisdiction is exercised within one or other of the magisterial districts into which the country is divided. In some cases the Magistrate sits on appeal from Native Courts.

Juvenile Courts are established in Lagos and Calabar under an ordinance which follows closely the provisions of the Children and Young Persons Acts. The courts consist of a qualified Magistrate as chairman, sitting with lay assessors chosen in rotation from a panel. They deal not only with offenders, but also with children in need of care and protection, and have power to make corrective and other orders for the child's benefit as well as to inflict punishment.

There are 22 magisterial districts under the jurisdiction of a single Magistrate. Eight Magistrates of the first grade and two of the third sit in the Colony District, comprising the Lagos municipal area, where most of the work lies, and the Colony of Lagos.

Native Courts. The jurisdiction of Native Courts is limited in subject matter and degree according to grade. The limit for money claims in the lowest grade is £25 ; in the highest grade there is no limit. All the courts have full jurisdiction in matters relating to native marriage and succession and land. Punishment ranging from a maximum of three months' imprisonment to death may be inflicted, according to the warrant constituting each court.

Law

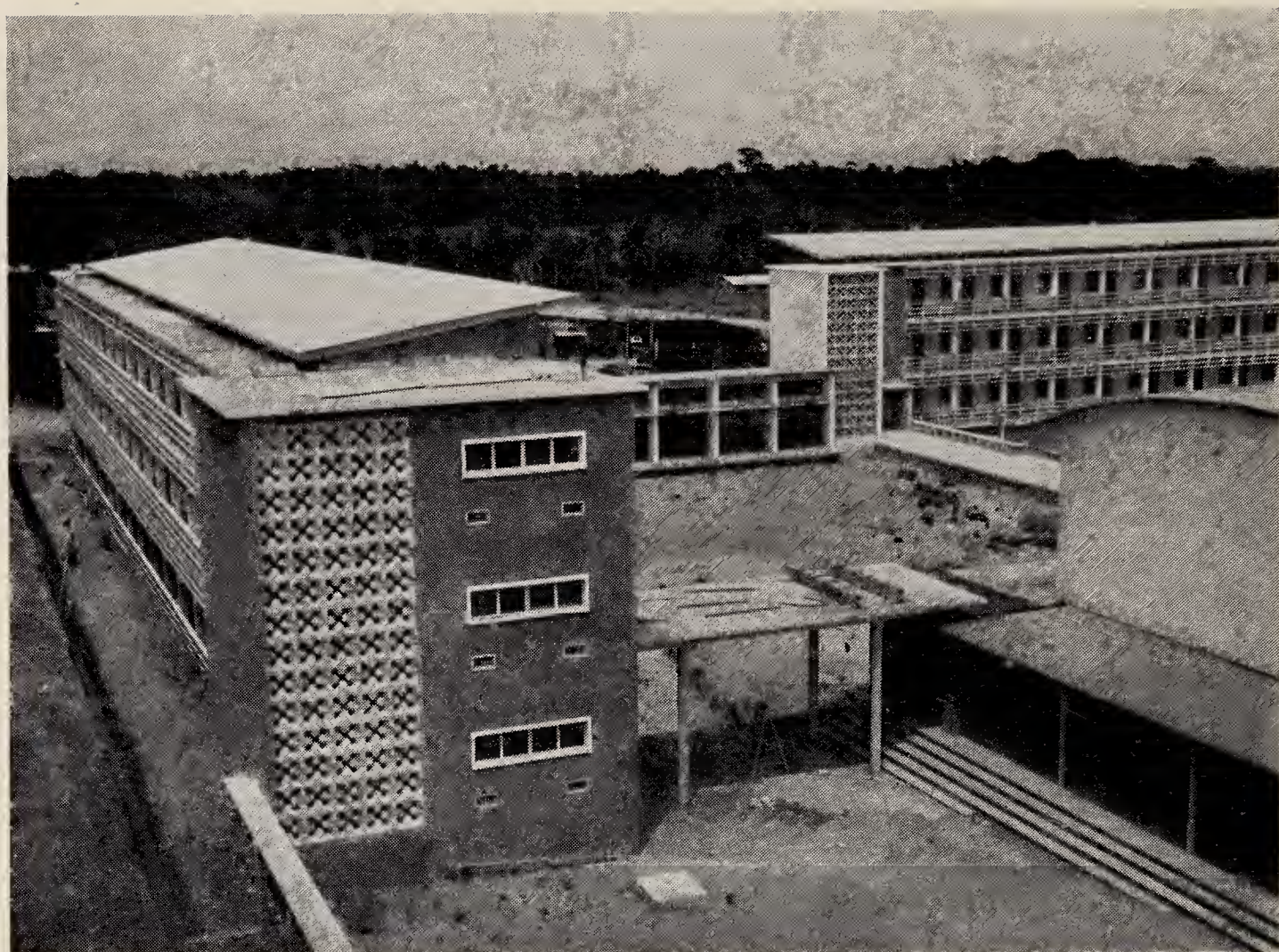
The law applied in the Supreme Court and Magistrates' Courts is that in force in England on 1st January, 1900, as modified by local legislation and by Imperial Acts extending to Nigeria. The courts may apply such native law as is not repugnant to natural justice,



THE COUNCIL OF MINISTERS, 1952



THE HOUSE OF REPRESENTATIVES



THE NEW HALLS OF RESIDENCE, IBADAN UNIVERSITY
COLLEGE



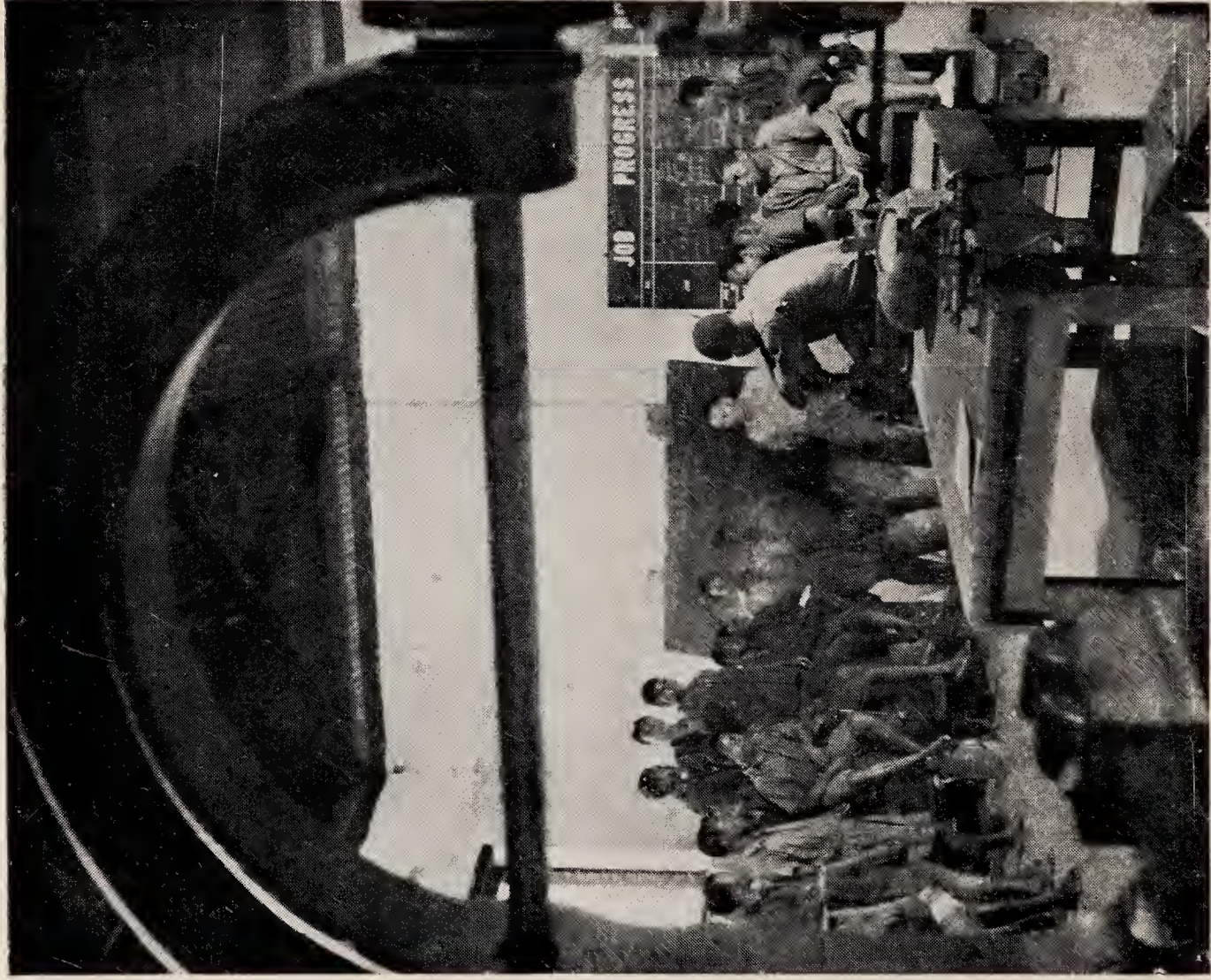
NIGERIA'S OLYMPIC TEAM



TIMBER BEING HAULED FROM THE BENIN FOREST RESERVES



A PLANTATION OF YOUNG PALMS AT THE OIL PALM
RESEARCH ESTABLISHMENT AT BENIN CITY



ENUGU TRADE CENTRE



DRYING GOATSKINS INDOORS IN KANO

equity and good conscience, or to any other law for the time being in force, and must do so where the parties are natives, unless it appears that the transaction was one intended to be governed by English law, or was one unknown to native law.

The law administered in a Native Court is the native law and custom prevailing in the area of the court's jurisdiction, together with any subsidiary legislation enacted by a Native Authority, and in force in the same area, and such ordinances as the court may be authorised to enforce by order of the Governor. Muslim law is administered by the Native Courts in the Mohammedan areas of the Northern Region.

Appointments

Judges. Three Judges were appointed during the year under review to fill the three vacancies in the establishment. Since these appointments were made one judge has died and another has been transferred on promotion and there were two vacancies at the end of the year.

Chief Magistrates. Six new posts of Chief Magistrates were created with effect from 1st April, 1951. This represents part of a larger scheme which the Chief Justice hopes to put into effect at a later date whereby Nigeria will be divided into groups of Magisterial Districts with a Chief Magistrate in charge of each. For the present the following Groups have been constituted: Lagos Island, Colony Mainland, Ibadan, Enugu, Kaduna and Buea. As yet none of these posts has been filled substantively but an acting Chief Magistrate has been posted to each of the Groups, except Kaduna, with effect from 1st May, 1951. It is intended to make an acting appointment in respect of the Kaduna Group in 1952. The Governor has conferred upon the acting Chief Magistrates increased jurisdiction in civil and criminal matters and this will have the effect of reducing the number of cases which hitherto were beyond the power of a Magistrate and had to be heard before the Supreme Court. In a number of such criminal cases the preliminary investigation will no longer be necessary and trial will accordingly be expedited.

The control exercised by Chief Magistrates over the other Magistrates in their group is purely administrative. The Chief Magistrates themselves, in addition to hearing the more serious cases, are responsible for ensuring the even distribution of work within their Groups and for taking such steps as may be necessary to relieve congestion in any Court under their control, with authority to direct the Magistrate in one District within the Group to assist in another District. It is also part of their duties to investigate delays in the hearing of cases, to visit prisons, to ensure that persons in custody awaiting trial are not remanded longer than is necessary, to report to the Chief Justice on the progress of work in the Groups and to make recommendations thereon. It is already clear from the reports which have been received by the Chief Justice from the acting Chief Magistrates, that their appointments have been fully justified and are increasing the efficiency of the administration of justice throughout the country.

Magistrates. During the year the cadre of Magistrates Grade I was reduced by 11 ; four of these vacancies had been filled by the end of the year.

There are at present nine posts in the establishment of Magistrates Grade III. Four of these have been filled and it is hoped that appointments will be made to the remaining vacancies during 1952. The need for more Magistrates Grade III is becoming increasingly apparent in view of the growing volume of litigation throughout Nigeria. It is proposed that these Magistrates be asked to deal with the majority of traffic offences, which have increased, and to relieve Magistrates Grade I of the less serious criminal and civil cases.

Litigation

Despite the increased volume of litigation there has been an overall decrease in the arrears of outstanding cases, although those in the Supreme Court continue to be high.

New Courts

The new Magistrates' Courts at Yaba have been completed. They are in one building and will accommodate the four courts now at Ebute Metta. These new Courts will be opened early in 1952.

During the year under review the construction of the new Law Courts was commenced on the site at the Race Course, Lagos. It is hoped that the building will be completed by June, 1953.

Registrars

The courses of instruction in the United Kingdom for Court Registrars continue. The second officer to attend has successfully completed the course and returned to Nigeria. Two further officers left to attend the course in September, 1951.

President of West African Court of Appeal

Sir Stafford Foster Sutton was appointed President of the West African Court of Appeal in place of Sir Henry Blackall, who retired during the year.

POLICE

The Nigeria Police is distributed throughout Nigeria and the Cameroons in over 150 police stations and sub-stations. The strength at the end of the year was 135 officers and 7,246 other ranks.

In the Northern Region a considerable part of police work is undertaken by Native Administration police forces to which officers of the Nigeria Police have been seconded to assist with organisation and training. There are no Native Administration police in the East. Native Administration police forces exist in the Western Region, but most police work is carried out by the Nigeria Police.

Recruitment

Recruitment during 1951 was not entirely satisfactory. The standard of candidates was lower than it should be and it is apparent that the present conditions for the Force do not attract, generally, the best type of recruit.

Training

Six hundred and eighty-two men of the Police and Fire Brigade completed their training at the Southern Police College during the year ; 379 men of the Nigeria Police and Native Administration police completed training at the Northern Police College.

Refresher courses were also given at the Police Colleges to classes of 150 police at a time every five months.

Crime

For the period 1st January, 1951 to 30th September, 1951, statistics of common or serious types of crime were as follows :

	1950		1951	
	<i>True Cases</i>	<i>Cases Detected</i>	<i>True Cases</i>	<i>Cases Detected</i>
Murder	280	143	247	151
Attempted Murder	43	34	56	46
Burglary and Housebreaking	3,952	663	4,719	722
Stealing £5 and above	6,572	1,900	8,489	2,254

Annoying and prevalent forms of stealing in towns include the pilfering of articles from locked cars, and the removal of car head-lights.

Motor Traffic

Motor traffic patrols have been strengthened, but there are still not enough to deal with traffic offences. More Vehicle Testing Officers are also needed for the examination of public service vehicles and lorries.

Riots and Disturbances

There were few serious disturbances during 1951 to trouble the general peace enjoyed by the many millions living in Nigeria. The most serious trouble took place in the Benin Province during August. The cause was the bitter electioneering by two local political parties at the time of the election of Native Authority District Councils and the primaries for the Western House of Assembly. There was considerable damage to property over a wide area and a number of persons were assaulted, but there were no deaths. Police reinforcements from Warri, Ibadan and Lagos were drafted into the area to restore order. Many arrests were made. Cases were mostly dealt with in the Native Courts.

In the Northern Region there were five disturbances of a minor nature :

Ilorin. On 25th January a demonstration with stone throwing took place in Ajasse district against the Native Authority. Administrative Officers with a small party of Native Administration police were given a hostile reception and reinforcements of Nigeria Police and Native Administration police were brought up. The rioters were eventually dispersed by baton charges, the three ringleaders being arrested and convicted.

Bida. On 21st October at Agaie, a trivial family dispute spread until it involved the entire population of two wards. It was successfully quelled by the Native Administration police from Bida, six persons being convicted.

Lokoja. On 8th October at Okene, a disturbance broke out between supporters of the Igbirra Tribal Union and supporters of the Igbirra Progressive Union following the former's success in the primary election. In the rioting, 35 persons were injured, but none killed. Order was restored by the personal efforts of the Administrative Officers. A Nigeria Police detachment was sent from Lokoja as a precautionary measure.

Yola. On 11th November a minor affray occurred between two villages in the Yungur District over the making of a road. A small detachment of Nigeria Police from Yola under an Administrative Officer restored order and four ringleaders were arrested and convicted.

In the Eastern Region there were six minor disturbances :

Ogoja. On 3rd April a boundary dispute required the presence of Nigeria Police to enforce the siting of survey pillars. Some resistance was shown to the Police but, after a number of arrests had been made, the disturbance stopped. Thirty-three men were convicted of affray.

Owerrinta. On 16th May there was a disturbance in protest at the action of a prominent man in granting land for a leper segregation village. There was some damage to property and Nigeria Police had to be called out to restore order. Seven women were convicted.

Obiekwesu. On 29th May well-digging gear at Obiekwesu, intended for the nearby village of Ekenta, was seized by the villagers of Obiekwesu who were short of water. They refused to release the gear and detained the well-digging team. Police intervention was necessary ; 21 women and seven men were convicted and bound over as a result.

Uyo. On 5th January at Ibesikpo, the installation of a pioneer oil mill resulted in a disturbance, but the arrival of Police prevented its spread.

Biakpan. In April, a long standing land dispute resulted in a fight between two villages. Fifteen persons were arrested.

Ekit Item. In June, during a family dispute pending before the Native Court, there was a demonstration to flout the court's authority.

Police sent to investigate were assaulted. As a result, a chief and 19 women were convicted.

In Lagos, two minor disturbances took place :

On 26th March a disturbance broke out between the adherents of two political parties. Damage to property resulted and Police had to be called out to restore order.

On 1st April a Muslim ceremony attended by members of political parties ended in a fight. Eight persons were injured.

PRISONS

There are 48 prisons in the country maintained by the Government and 63 by Native Administrations. The Government prisons are administered by the Prisons Department, which has a staff of about 1,400.

Legislation

Five important amendments to the Prison Regulations were introduced during the year. The purpose was to remove out-of-date references to the various classes of prisoner, and to ensure that prisoners of all races are entitled to the same treatment. The amendments cover such subjects as hygiene, repatriation, diets and clothing.

Persons in Custody

The total number of persons in custody in Government prisons at the beginning of the year was 7,187, and on the last day of the year 7,430. The lowest number in custody in any one month was 6,147. The daily average of persons in Government and Native Administration prisons combined was 12,745. The most common offences of which the prisoners had been convicted were stealing, assaults, burglary, and unlawful possession. Over half the prisoners, both in Government and Native Administration prisons, served sentences of six months or less.

Two thousand seven hundred and twenty-three convicted persons received in the Government prisons during the year were between the ages of 16 and 20.

Discipline

Prison discipline was well maintained in 1951 and there were no untoward incidents.

The number of offences against discipline committed during the year and the punishments awarded were as follows :

(a)	Reduced diet with consequent loss of remission	1,377
(b)	Forfeiture of remission	910
(c)	Extra Imprisonment	68
(d)	Miscellaneous	62
(e)	Solitary confinement with consequent loss of remission	60
(f)	Corporal punishment for prison offences	26

Health and Diet

The general health of the prisoners was good. There were no epidemics. In 1951, 13,983 prisoners gained in weight during the period of their confinement, 2,216 lost weight and 2,548 neither gained nor lost weight.

The number of prisoners who died during the period under review was 102, excluding two suicides and 53 executions ; this number represents 1·39 per cent of the daily average prison population. The daily average number of prisoners in hospital was only ·11 per cent of daily average of the prison population.

Lunatics

It is, unfortunately, still necessary to accommodate certified lunatics and mental patients under observation in certain prisons, and at the end of the year there were 450 such patients in prison custody.

Executions

Twenty-seven persons sentenced to death in 1951 were executed at Government prisons during the year. In addition, 26 persons condemned in the previous year were executed, and one person was executed within a Native Authority prison in the Northern Provinces.

Every effort is made to carry out executions as efficiently and humanely as possible. During the year, condemned cells were modernised, and up-to-date gallows equipment was ordered.

After-Care

The Prisons Department established an After-Care organisation in 1947. This consists of After-Care Officers of the Prisons Department and of voluntary helpers who belong to a recently formed Aid to Discharged Prisoners Society. The After-Care Officers work in a number of Government prisons ; their duties include keeping in close touch with the prisoners, visiting some of their relatives and friends, and helping them to suitable employment on release. The following gives an idea of the organisation's activities in 1951 :

Number of prisoners interviewed	5,375
Number of warrants issued	683
Number of prisoners given financial aid	1,714
Number of prisoners given sewing machines	7
Number of discharged prisoners found employment	38
Total number of fines collected in lieu of imprisonment on behalf of prisoners	364
Total amount collected	£1,427 0s. 7d.
Number of prisoners given clothing on discharge	166
Number of prisoners repatriated by the After-Care Officer	622
Unconvicted prisoners bailed in consequence of the After-Care Officer's work on their behalf	184

It will be observed that a substantial sum was collected in fines, and

it is interesting to record that this amount represents more than the annual aggregate salaries of five After-Care Officers employed by the Department. In addition of course 364 persons were kept out of prison and the tax-payer was saved the cost of their maintenance.

Finance

The total gross expenditure on the Government Prisons Department in the financial year 1950-51 was £366,000.

The value of prison labour carried out for other Government Departments amounted to £100,000 and over £1,100 was received in cash for goods made in the prison workshops.

The average cost of maintenance of a prisoner in a Government prison for the year was £49 18s. 5d.

Chapter 10: Public Utilities and Public Works

BUILDINGS

Many large and important public buildings were constructed or completed during the year. These included in Lagos the House of Representatives building, the offices in Government House grounds for the Governor and the Council of Ministers, blocks of flats for Members of the House of Representatives and houses for Ministers. Work elsewhere on buildings urgently needed for the operation of the new constitution included the completion of the Lugard Memorial Hall in Kaduna (the meeting place of the Northern Regional Houses), the building of the Executive Council Chamber there, and large extensions to the Secretariat buildings at Kaduna and Ibadan. The tremendous variety and scope of other buildings constructed during the year by the Public Works Department or by contractors in co-operation with that Department is shown in the catalogue below. Long as it is, it is by no means exhaustive :

- (i) *Hospitals.* Three new general hospitals have been completed. Extensions are being built at 21 existing hospitals. The Department is arranging the building of a new Teaching Hospital at Ibadan at a cost of over £1,500,000. The Hospital will be a part of Ibadan University College.
- (ii) *Schools etc.* Schools and teacher-training centres are being built all over the country. Work during the year included the construction of the Girls' Secondary School, Ede, which will be one of the leading girls' boarding schools in the country.
- (iii) *Law Courts.* Work has started on the new Supreme Court in Lagos which will be air conditioned. The new Court is on a pleasant site by the race-course. The present Court building in Tinubu Square is hot and noisy and altogether inadequate.

- (iv) *Airfields.* A new runway is being constructed at Kano, Nigeria's leading international airport, at a cost of over £100,000. A new terminal building is being planned.
- (v) *Telephone Exchanges.* An automatic telephone exchange building at Lagos has been completed. Air conditioning is being installed and exchange machinery is awaited. Three satellite exchanges in Lagos suburbs are nearly complete. Two further exchanges are being built in the north.
- (vi) *Post Offices.* Eight new post offices have been built.
- (vii) *Government Offices and Quarters.* A new six-storey block of offices is being built in Lagos ; it will be one of the tallest buildings in the city. Many new Government quarters were built for Senior and Junior Service officers. In the Eastern Region alone 44 Senior Service quarters, one three-storey block of flats and 109 Junior Service quarters were completed.

WATER SUPPLIES

One of the important aims of the Ten-Year Plan of Development and Welfare was to provide good water supplies both in the country and the towns and this aim has been consistently pursued since. The estimate of the work to be done in 1946 was the installation of 36,000 water points in the country and the installation or improvement of water supplies in 180 towns. It is hoped to complete most of this great programme by 1956.

The most important works undertaken in 1951 were those on the Lagos water supply. When additional filtering arrangements now being made are completed the present supply of 5,000,000 gallons a day can be doubled.

Other water supplies were in the course of construction during the year at Oshogbo, Ede, Ilesha, Iwo and Owode in the west and Sokoto, Ilorin and Jos (a second dam impounding 50,000,000 gallons of water was built there) in the north. Schemes for the extension of water supplies at Enugu, Port Harcourt, Calabar and Aba in the east have been approved.

Rural water supplies were improved all over the country by the construction of open and tube wells and catchment tanks. Separate water supplies have been installed for some important new schools such as the new Girls' Secondary School at Ede and the Boys' Secondary School at Ughelli.

ELECTRICITY

An Electricity Corporation was set up by Ordinance No. 15 of 1950 to be responsible for the development and distribution of electrical power. The Corporation consists of a Chairman appointed by the Governor in Council and a number of members most of whom are appointed by the Regional Houses. There is an Electrical Advisory Council, the duties of which are to consider any matter affecting the

supply of electricity and to represent the interests of the consumers and the general public. The Council advises the Corporation on these matters and appoints three of its members to the Corporation. The Corporation was set up in April, 1951, and took over on that date the 10 electricity undertakings owned by the Government.

At present electricity is also supplied by the Nigerian Electricity Supply Company, which provides hydro-electric power for the mine-fields, by the African Timber and Plywood Company at Sapele and by the Cameroons Development Corporation at Victoria. During 1950-51 the total output of Government and Native Administration electricity undertakings in thousands of units was 58,682, of the Nigerian Electrical Supply Company 55,447, and of other industrial undertakings 5,491.

The Corporation's plans for improving the country's electricity supplies include the construction of a 75,000 k.w. station at Lagos, which will be one of the largest and most up to date power stations in Africa north of the equator, of a new station at Enugu which will supply towns, mines and textile factories within a fifty-mile radius and of hydro-electric stations at Njoke in the Southern Cameroons and elsewhere.

Work completed during 1951 included the building of a new power station at Sokoto, new installations at Ijora power station in Lagos, and extensions to the electricity supplies at Port Harcourt. Among important investigations undertaken was that conducted by a party of surveyors into the possibility of a hydro-electric scheme on the Ogun river in the Western Region.

BROADCASTING

As was mentioned in last year's report it has been decided to establish a powerful broadcasting service which can be heard throughout the country and in other territories. The Director of this new Nigerian Broadcasting Service, Mr. T. W. Chalmers, arrived in January, 1951, with the Chief Engineer, Mr. J. W. Murray. Mr. Chalmers came on secondment from the British Broadcasting Corporation, where he was Controller of the Light Programme, and Mr. Murray from Northern Rhodesia, where he was chief engineer of the Northern Rhodesia Broadcasting Service.

Taking as their basis the original report written by Messrs. Turner and Byron on West African broadcasting, they surveyed the country and decided on a modification of the original plan for the new service. It is now intended to build a 20 kilowatt short wave transmitter and new studios at Lagos, and at Ibadan, and 7½ kilowatt short wave transmitters at Kaduna and Enugu.

Organisation

Organisation of the Nigerian Broadcasting Service is on a regional, but not regionalised, basis. The funds are voted from central Nigerian revenue, and are then allocated by the Director to each region. Within

a broad framework of policy, each broadcasting region is free to pursue its own line and to develop in its own way, while contributing to and relaying from the National Station in Lagos. In this way it is hoped to preserve the essential regional characteristics and to avoid the dangers of centralisation. Mr. J. F. Wilkinson was appointed to the Northern Region as Programme Director, and Mr. R. M. Elphick to the Eastern Region. No appointment has yet been made to the Western Region.

Recruitment for the new Service was helped greatly by the B.B.C., who generously seconded six senior men ; transfers and secondments were also made to the Service by the Posts and Telegraphs Department, the Department of Education, the Northern Administration, and the Nigerian Secretariat.

Progress during 1951

The two main tasks of the year have been planning and training. Inevitably there has as yet been little to show for it, for good broadcasting does not spring up mushroom-like overnight. The aim throughout has been to train Nigerians themselves to do the work, even when quicker results could have been obtained by using the European staff.

To assist in the training, six Nigerians were sent to the B.B.C.'s special Colonial Broadcasting Course in August, with, on the whole, most encouraging results. Certain key European staff, recruited in Nigeria as mentioned above, went during their leave to special courses at the B.B.C.

Sites for the Lagos transmitter, the new Broadcasting House and the receiving station have all been agreed, and detailed plans have been made for building to begin. Plans for the extension of the Kaduna station are prepared and sites are ready at every station.

A temporary $7\frac{1}{2}$ kilowatt transmitter was installed at Oshodi, on the road to Ikeja airport, and preliminary tests showed that a strong signal was transmitted not only to most parts of Nigeria but to many places outside. Certain technical modifications were, however, decided on, and the tests were stopped until the end of the year. There seems no doubt, however, that the 20 kilowatt National Station, when in operation, will put down an average signal comparable in strength to that received from Brazzaville, and generally a great deal stronger.

The tests have shown that the chief difficulty will be in finding an interference-free wavelength. The short wave-band is in a state of anarchy, with too many stations chasing too few wavelengths, and though there are certain wavelengths allotted to Nigeria under the Atlantic Convention, that convention has not been ratified.

Besides the work of construction and training, the Service was able to contribute certain outstanding programmes both here and to the B.B.C. Among those for the B.B.C. may be mentioned a recording of the Lagos Cathedral Choir in the "Choirs of the Commonwealth" series, a piece for the Welsh Children's Hour on "How a Yoruba

family spends Christmas”, a Boxing Day programme for the Light Programme, and a contribution, recorded at the Itu Leper Colony, for the Round the World programme on Christmas Day preceding His Majesty the King’s Christmas message.

In Nigeria, the Department recorded or broadcast amongst other things the ceremony of the presentation of new colours to the 1st Battalion the Nigeria Regiment, the Collister Belt fights, the Cricket Match against the Gold Coast, the Governor’s Cup football final, athletics, the return of the Archbishop of West Africa from Freetown, the maiden voyage arrival of R.M.M.V. *Aureol*, and a series of six talks on the new constitution by Mr. Elphick. For the *Aureol* broadcast the Department’s engineering section, in conjunction with Cable and Wireless, Messrs. Marconi, G. B. Ollivant, and the Posts and Telegraphs Department, arranged a three-way radio link between the Glover Hall, the ship and Apapa Wharf.

Radio Distribution

It was agreed that the Department of Broadcasting should take over the functions, plant and staff of the Departments of Posts and Telegraphs and Public Relations relating to the Radio Distribution Stations in April, 1952. This does not include responsibility for the maintenance of lines and loudspeakers, nor the collection of fees.

An agreement was signed in December with Overseas Broadcast Relays Limited whereby they assumed responsibility in the Western Region for the maintenance and expansion of the mechanical side of the Radio Distribution Stations system.

Orders were placed at the end of March, 1951, for almost all the technical equipment needed, but firms supplying radio apparatus were without exception also supplying the United Kingdom defence programme, and were months behind hand on civilian contracts. In order to carry on the existing service, certain essential apparatus was imported quickly, and was used for recordings and outside broadcasts.

Chapter 11 : Communications

ROADS

The road system of Nigeria, already of fundamental importance to both internal and external trade, has been steadily extended since the war years. There are over 28,200 miles of roads of which some 1,200 have a bituminous surface and the rest a gravel or earth surface. Twenty thousand miles are maintained by Native Administrations and the rest by the Government or by Townships.

The roads are usually 10 feet to 14 feet wide, with two 5-foot wide verges ; this is sufficient for average traffic, but on the busiest roads widening is becoming necessary. Much thought has been given to the problem of providing a sound but cheap waterproof road surface and the thin-coat bituminous surface on a stabilised foundation has, in

general, proved a sufficient answer. This surface does not of course give the smooth ride of a more expensive road but it allows all the year round travel at adequate speeds.

Brief notes are given below of some of the new road construction work undertaken in 1951. There were also many improvements to existing roads.

Western Region

Lagos-Ikorodu. The line of the road has been finally closed across the waters of the Ogun river. This entailed six miles of banking with the necessary relief bridging. Additional work in hand includes the raising of the bank to a level of three feet above observed high water level and provision of another water opening to relieve pressure at a point where a culvert was blown out and caused a temporary break in the road. Tests are also being made to confirm the stability of the bank. The road will open up a shorter route from Lagos to Ibadan and the east.

Ijebu-Ode-Benin. The Oshun bridge (422 feet) has been completed on this new arterial road from Lagos to the east.

Northern Region

Kaduna-Kwongoma. The building of this new road running due west from Kano was started during the year.

Ilesha-Yashikera. This road link with Dahomey will shortly be completed.

Yola-Wukari. The construction of the Mayo Belwa bridge, which consists of eight 40-foot spans, has made good progress.

Maiduguri-Bama. A start has been made with this road, which is expected to form part of a new Maiduguri-Fort Lamy route.

Eastern Region

Mamfe-Bansara. Of the major bridges, the Munaiya bridge is three-quarters completed and work is in hand on the Afi and Aiya crossings. Expenditure of £300,000 has been approved for the Cross River bridge, and the Crown Agents for the Colonies have been instructed to obtain tenders from suitable contractors for its construction.

Calabar-Mamfe. A further 14½ miles of road, including 550 feet of bridging, have been completed through extremely difficult terrain.

Bamenda Ring road. A further 21 miles of road and 14 bridges were completed.

Bakebe-Fontem road. The 250 feet long Mbu Bridge was completed.

Bituminous Surfacing

It is expected that about 230 miles of new bituminous surfacing will have been completed by the end of March, 1952. This total is made

up of 100 miles in the Western Region, 75 miles in the north and 55 miles in the east.

The greater part of the Western programme is being carried out in Ondo Province and negotiations are proceeding with the Colonial Development Corporation for tarring a number of important secondary roads.

In the north, 20 miles of the Katsina-Kano road will be tarred in 1952, leaving 26 miles to complete the whole road in early 1953. It is hoped that bituminous surfacing on the Gusau-Sokoto road will reach mile 135, making a total of 22 miles completed. Tarring is beginning on the road from Ilorin to Oyo and continues between Funtua and Yashe. On the Jos-Bauchi road a further 10 miles of road have been tarred.

In the east, 47 miles of the Onitsha-Oron road have been tarred.

RAILWAYS

The Nigerian Railway is at present a Government system. Plans for the creation of a statutory corporation to run the Railway are being considered. There are over 2,200 miles of lines, the main sections being the north-western line from Lagos and Nguru and the eastern line from Port Harcourt to Enugu and Kaduna on the north-western line.

Finances

The serious financial position mentioned last year has improved. Instead of an estimated deficit of £577,000 there was a surplus in the 1951-52 financial year workings of some £200,000, in spite of a "go-slow" strike of locomotive crews in December, 1951 (see p. 73), and an increased contribution to the Renewals Fund. Railway operation in 1952-53 is expected to result in a surplus of £783,000, after making full provision for the depreciation of equipment and for interest on borrowed capital. The surplus will be used to strengthen the Reserve Fund. It is intended to increase the balance in this Fund, which at present stands at £880,000, to about £3,000,000, the minimum adequate figure considering the present rate of spending.

Traffic and Trains

The figure of goods traffic including coal handled on the Railway in 1951 was 1,725,000 tons compared with 1,774,000 tons in 1950. Passenger services have been improved by the provision of better coaches. Third-class coaches with upholstered seats and refreshment counters are now provided on all the long-distance trains; this is probably unique on the continent of Africa. New first-class coaches have recently arrived and have been placed on the through trains. These coaches provide a very high standard of travel, containing both two- and fourth-berth compartments, each with its own wash-basin and lavatory. A shower room is also provided.

Locomotives

One of the Railway's greatest difficulties has been inability to maintain and repair locomotives in its workshops. Over a year ago a production engineer was engaged to examine workshop methods and organisation. At the same time representations were made to the Railway Union concerned regarding increased effort on the part of workshop and running shed staff. The production engineer has improved organisation and working methods and there has been a response on the part of the staff. The total number of heavy repairs carried out in the first nine months of 1951 amounted to 76 compared with 59 during the same period in 1950. This increase of 17 while satisfactory is inadequate and will do little more than keep up with the wearing-out rate of locomotives : still higher output is essential to overcome arrears.

There has been an improvement in the position regarding locomotive spares, but there is still some delay in obtaining urgently required spare parts. It is also unfortunately difficult to obtain good workshop foremen.

Railway Extension

The plan for extending the railway from Nguru to Maiduguri has been dropped. Instead the roads connecting Bornu with the rest of the north will be improved, in particular the Kano eastern road.

Civil Engineering

The track between Lagos and Jebba is being relaid to permit 16-ton axle loads ; this work should be finished during 1952. The timber decking of the Jebba bridge is being replaced by steel deck capable of taking 8-ton gross loads ; this work should also be finished in 1952. New running sheds have been built at Ebute Metta and elsewhere, and a number of other improvements are being carried out, but these works have been slowed down by shortages of steel from the United Kingdom.

SHIPPING

Passenger Services

In November, 1951, the R.M.M.V. *Auriol*, a new 15,000-ton liner of Elder Dempster Lines, Limited, made her maiden voyage to Lagos. With this reinforcement to their fleet, Elder Dempster Lines now maintain a regular fortnightly ocean mail service between Lagos, Takoradi, Freetown, Las Palmas and Liverpool. The voyage between Lagos and Liverpool takes 13 days. They also have a small passenger vessel operating between Lagos and Cape Town, and frequent cargo and intermediate services connecting Nigeria with Canada, the United States, the United Kingdom and Europe. Three United States shipping firms maintain regular connections between Nigeria, the Belgian Congo, Loanda and the U.S.A. ; French and Dutch firms also provide cargo passenger services. The United Africa Company and John Holt and

Company have regular intermediate freighters trading between the United Kingdom and Europe and West African ports. Elders and Fyffes, Limited, operate a service of ships fitted for carrying bananas between Tiko and Liverpool ; the journey takes 11 days.

Government vessels maintained a weekly sailing between Lagos and Port Harcourt, fortnightly sailings connecting Lagos with Calabar and Victoria, and various services in the Niger creeks. Regular coastal services are also operated by Elder Dempster Lines and the United Africa Company.

Port Traffic

The two chief ports are Lagos and Port Harcourt, at both of which pilotage is compulsory. Constant dredging is required not only at Lagos but also at the Escravos Bar, giving entrance to the delta ports of Burutu, Sapele and Warri.

Shipping figures at Lagos were about the same as the previous year, approximately $2\frac{1}{2}$ million tons entering the port during 1951. This is about the maximum that can be handled in the Port of Lagos with all the berths being continually occupied. Figures at Port Harcourt show a considerable increase over the previous year ; approximately 938,000 tons entered the port during 1951 compared with 833,000 tons in 1950. There was congestion and delay from time to time at some of the ports, principally Lagos. To relieve them, work has begun on the extension of the main Apapa Wharf and adjoining shed space. This extension, when completed, will provide five additional berths for ocean-going vessels.

AIR

International Services

During the year, in addition to the almost daily services operated by B.O.A.C. between London and West Africa by the Hermes aircraft introduced in 1950, direct international air services have been maintained between Nigeria and the capitals of Italy, France, Belgium, Portugal and Holland. Southwards, these services provide contact with the Belgian Congo and Central and South Africa. At Kano Airport, the international long-range air traffic was over 30 per cent greater than that of 1950.

Internal Services

The West African Airways Corporation operates extensive services within Nigeria. De Havilland Doves continued in use for these services, and for that to Accra, and Bristol Wayfarers for the service to Khartoum, via Lagos and Maiduguri. Bristol Wayfarers are also used for the portion of the Lagos-Dakar service between Accra and Dakar. During 1950 a new cheap service was introduced to Accra by Bristol freighters ; the service operates once a week each way and the single fare to Accra is £4. Similar cheap services were introduced to Port Harcourt—the “Eastern Flyer”—and to Ibadan, Jos and Kano—the “Hausa Flyer”—in early 1951. These cheap services have

been very popular. Four-engined Marathon aircraft will be used instead of Doves on some services in 1952.

Airports

Two major airports and 15 other aerodromes are in use by international and internal scheduled air services, and a further seven are used occasionally by non-scheduled and private aircraft.

At Kano Airport a new runway is being constructed for use by the largest modern aircraft together with a new terminal building.

Department of Civil Aviation

The Department, formed in 1950, is undertaking the reorganisation of the air traffic control system to provide greater safety and regularity, and to prepare the way for high-speed British and foreign jet aircraft which will operate between Europe and South and West Africa within the next few years. Technical standards and procedures developed by the International Civil Aviation Organisation are in force in Nigeria, or are being brought into force, and, as a result, operations within the territory are in accordance with international practice.

POSTS AND TELEGRAPHS

Postal Services

Nigeria has over 140 post offices and over 500 postal agencies. Postal articles increased some 10,000,000 to about 65,000,000. The number of parcels from the United Kingdom rose to 231,960. Second-class air mail services have now been extended to most Commonwealth countries. Nigerian internal air mail is carried for $1\frac{1}{2}d.$ a $\frac{1}{2}$ oz ; the service is one of the cheapest in the world.

During 1951 postal business continued to expand as in previous years ; three post offices and 37 new agencies were opened.

A number of new telegraph and wireless circuits (e.g. Lagos–Yola) were brought into operation. By the use of the carrier system on overhead lines it has been found possible to provide a number of additional voice frequency telegraph circuits between the principal centres. Teleprinter working has been introduced on many of these circuits. Owing, however, to the vulnerability of the overhead-line system the service is always liable to interruption. Such interruptions were frequent during the rainy season, particularly on the Lagos–Enugu circuit which is over 500 miles in length and passes through heavy forest country.

There was a small increase in telegraph traffic, private and official. The estimated number of telegrams dealt with was 2,235,000.

Telephones

The demand for new telephones exceeded the Posts and Telegraphs Department's capacity to provide them, and the waiting lists in the larger exchange areas increased. The position is worst in Lagos, where the existing manual exchange is full, the installation of the

automatic exchange has not yet been completed and conversion to automatic working will not take place before 1953.

Aeradio Services

Aeradio services were improved as follows :

- (a) An additional long range point to point service was opened at Kano for Brazzaville, Leopoldville and Khartoum.
- (b) Automatic transmissions of meteorological broadcasts were brought into operation at Lagos and Kano.
- (c) Public address equipment was installed at Lagos and Kano aerodromes.
- (d) At Maiduguri the main beacon power was greatly increased and a small locator beacon provided. Radio telephone equipment was also installed to provide ground to air communication.
- (e) A new main beacon of increased power was provided at Lagos.
- (f) New distance measuring equipment was provided at Lagos and Kano.

Telecommunications Development

Arrangements are being made with the Marconi Wireless Telegraph Company for the provision of Very High Frequency radio links to replace the inadequate and vulnerable long-distance trunks on overhead lines. The Company is supplying equipment for this purpose and a Marconi Survey Team is now in the country to determine the best way of routing such links and to carry out field tests. The complete scheme will cost about £500,000 and take about four years to complete. A pilot scheme, which will provide a number of high-grade trunks between Lagos and Ibadan, should be completed in 1952.

A number of new trunk services were opened, including those between Lagos and Kaduna and Enugu and Kaduna.

Chapter 12 : Art, Literature and Sport

ART

Mr. Ben Enwonwu, the Nigerian sculptor and painter, who is now working as Art Supervisor in the Public Relations Department, has been making a collection of paintings and carvings by untrained artists. The best items in this collection will eventually be used in an Exhibition of Modern Nigerian Art to be held first in Lagos and then elsewhere. It may be possible to send this exhibition abroad. Mr. Enwonwu himself was responsible for much of the wood carving in the new House of Representatives building.

Carvings and sculptures were sent from Ife, Benin, Idah and Owo during the year to be shown at the Exhibition of Traditional Art from the Colonies at the Imperial Institute in London.

Good progress was made with the building of the museum at Jos. A museum is being built at Ife, but is still unfinished.

A number of Benin bronzes were acquired from abroad including one the export of which to America was stopped by the United Kingdom Government in the interests of Nigeria. It was resolved by the Committee which reviews the export of works of art from Great Britain that, when an export licence is sought for a work of importance that would be of interest to a Colonial Government, the Colonial Government concerned should be given an opportunity to comment on the application.

LITERATURE

Recent books of Nigerian interest include *West Africa* (Methuen) by F. J. Pedler, one of the Directors of the United Africa Company ; *West African Psychology* (Lutterworth Press) by Dr. G. Parrinder who is on the staff of Ibadan University College ; *The Ibo and Ibibio Speaking Peoples* (Oxford University Press) by Drs. D. Forde and G. I. Jones ; *The Sobo of the Niger Delta* (Gaskiya Corporation) by J. W. Hubbard ; and the eighth and last volume of Dr. D. A. Bannerman's *Birds of Tropical West Africa* (Oliver and Boyd for Crown Agents). Among recent articles of general interest in the magazine *Nigeria* may be mentioned "The Yoruba in Cuba" by William R. Bascom of North Western University, Evanston, Illinois, U.S.A. in No. 37, and the illustrated article on Ife Bronzes in the same number ; and Mr. E. H. Duckworth's article on Badagry and its History in No. 38. Recent articles on natural history in the *Nigerian Field* have included a series on "Nigerian Orchids" by F. J. Harper (Volume 16, No. 4 and Volume 17, No. 1). Articles on other subjects have included an historical sketch of Victoria by A. J. Leeming (Volume 16, No. 1) ; an article on the metal pieces known as manillas which were in circulation as currency in parts of the Eastern Provinces until 1948, by R. F. A. Grey; and an article on the appreciation of African music (Volume 16, No. 2) by W. J. Griffiths.

SPORT

A note on Nigerian sport during the year by J. R. Bunting, Chairman of the Amateur Athletic Association of Nigeria, is given in Appendix G. It was a great year for Nigerian athletics. The necessary funds were found locally to implement the decision taken in 1950 to send a team, if possible, to the Olympic Games in 1952. Great encouragement was given to Nigerian athletics by the visit of A. R. Wint and E. MacDonald Bailey. Late in the year Mr. J. A. Jeffery, the Oxford University Athletic Club coach, with the help of the British Council, paid a visit to Nigeria to help with coaching methods.

PART III

Chapter 1 : Geography and Climate

NIGERIA is situated on the west coast of Africa on the shores of the Gulf of Guinea, and is entirely within the tropics. It is bounded on the west and north by French territory and on the east by the former German Colony of the Cameroons, a small portion of which is held by the United Kingdom as a Trust Territory. This is administered as an integral part of Nigeria. The total area of the territory, including the area of the Cameroons under United Kingdom trusteeship, is 372,674 square miles.

Along the entire coastline of Nigeria lies a belt, from 10 to 60 miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers, which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical rain forest and oil-palm bush, which covers the greater part of the central and eastern provinces of the south. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah, interspersed with scrubby fire-resisting trees ; this covers the greater part of the Northern Region, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue which during the rainy season, are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers, of which the Cross River is the largest. Except for Lake Chad in the extreme north-east there are no large lakes.

In a country of this size the physical conditions vary greatly from one area to another. The vast Niger Delta has gradually taken its present form in the course of centuries, owing to the quantities of sand brought down by the River Niger itself from its upper reaches which have pushed the sea further and further back. Mangrove trees flourish in this shallow water and act as a cementing influence, but there is little solid land, and until the zone of tropical forest is reached farther to the north almost nothing is produced, the people living by fishing and trade.

Farther inland the belt of tropical forest varies from 50 to 100 miles in width, and contains not only an abundance of oil-palms, but also mahoganies, iroko and other valuable furniture woods. Very serious inroads have been made into the virgin forest by centuries of shifting cultivation, and the bulk of vegetation consists of secondary growth, many different species growing together in the same area. There is a considerable amount of cultivation in the forest zone, but few signs of

this are visible from the roads, since it takes place in clearings usually screened by thick bush.

North of the forest belt the country gets more and more open, until in the extreme north it approximates closely to desert. One remarkable feature of the Northern Provinces is the Bauchi Plateau which rises in places to heights of 6,000 to 7,000 feet above sea level.

The River Niger enters the territory from the north-west, and is joined by its principal tributary, the Benue, at Lokoja, about 340 miles from the sea. From here it flows due south into the Delta area, which extends along the coast for over 100 miles and for about 140 miles inland.

Although Nigeria lies entirely within the tropics, the climate of its northern region is, in fact, more sub-tropical than tropical, there is a long dry season from November to April, when there is considerable diurnal variation of temperature, and the harmattan wind blows from the desert laden with fine particles of dust.

The climate of southern Nigeria is more characteristically tropical ; the rainy season there is long, and the relative humidity and temperature vary comparatively little throughout the year. It would be a mistake to assume, however, that the climate of Nigeria in any given year could be predicted with any precise accuracy. In 1946 in large areas of the Southern Provinces there was a long drought in the months of June and July, when rainfall is usually at a high level. The normal annual rainfall, however, varies from upwards of 150 in. at Akassa, Bonny and Forcados to under 25 in. at Sokoto and Maiduguri. Mean temperatures are naturally higher in the arid areas of the north, and a maximum of over 110 degrees is not uncommon at Maiduguri, whereas in Lagos it does not, as a rule, greatly exceed 90 degrees.

Chapter 2 : History

(a) EARLY HISTORY

Nigeria has been described as "an arbitrary block of Africa". Its ancient history is largely lost in the mists of legend and little accurate data are now available. The interior first became known to Europeans in the first half of the nineteenth century. All that can be stated with certainty is that at this time the open country was, and had been for a considerable period, inhabited by peoples of Negroid and Berber stock. In many parts of the forest zone, on the other hand, there dwelt a number of negro tribes with a more primitive social organisation and a lower standard of life. There were also such tribes on the Bauchi Plateau, these probably being part of the original inhabitants of the territory who took refuge in this broken hilly country when successive waves of conquerors pressed their fellows southwards to the sea.

At the time of European penetration of the country the tribes with the most advanced social and political organisation were the Yorubas and the Binis in the south and the Hausa, Fulani, Kanuri and Arab

tribes in the north. Tribal tradition holds that the Yorubas originated in Ile-Ife, where God first created man, and although the extent of the territory under the direct control of the Oni of Ife was seriously curtailed in the nineteenth century Yoruba civil wars, Ife is still recognised as the spiritual headquarters of the race, and the Oni enjoys a position of peculiar influence as the custodian of the tribal relics. What is certain is that the Yorubas were established in the territory they now occupy at a fairly early date. Their precise origin is not known, but anthropologists have thought it probable that they were not of negro blood, having acquired their present physical characteristics largely by intermarriage with the indigenous negro population.

Up to the beginning of the nineteenth century, the Yoruba kingdom occupied a large area which may at one time have extended from the Niger as far even as Accra and thus have included the greater part of what is now Dahomey. Certainly tribute was collected from Dahomey until as late a date as 1817. Over this wide area, occupied by a number of different clans founded by descendants of Oduduwa, the first Oni of Ife, the Alafin of Oyo had probably risen to a position of practical suzerainty which he exercised with a varying degree of success, over a long period. The nineteenth century, however, saw the complete disintegration of the Yoruba Kingdom. Trouble with the Fulani to the north resulted in the sack of Oyo and the establishment of a Fulani emirate in what had been one of the richest of the Yoruba Provinces. Central authority, probably never very strong, collapsed and the Yoruba clans entered on a period of civil war which, fanned by the necessity of meeting the insatiable requirements of the lucrative slave trade, was to last intermittently for nearly 70 years.

The dangers of war were probably responsible for the establishment of the Yoruba colony of Lagos, since the first settlement in the neighbourhood was at Ebute Metta on the mainland, the inhabitants moving first to Iddo and then to Lagos island, as conditions rendered their original site increasingly less secure. The Lagos White Cap Chiefs are the descendants of these original immigrants whose position as land owners is still recognised although a later heavy influx of Binis largely altered the character and distribution of the population.

Benin had at this time become a powerful and independent kingdom. The King, or Oba, had already thrown off any suzerainty previously exercised by the Alafin of Oyo and was nominally an absolute ruler, but the real power came to be wielded by the fetish priests who created a reign of terror maintained by wholesale human sacrifice, which was only finally overthrown by the British occupation.

Of the early history of the Hausa-speaking tribes of the Northern Provinces there is also little accurate documentary evidence, possibly through the destruction of early written records by their Fulani authorities. But the pagan Hausas were certainly established over large areas of the Northern Provinces prior to the spread of Mohammedanism which, making rapid progress sometime about the thirteenth century, affected greatly their social and political organisations. These came to be based very largely on Islamic law and doctrines.

The infiltration of the Fulani people into northern Nigeria probably began on a large scale in the thirteenth century. Whilst many settled in the towns and intermarried with the Hausa population, others have retained until the present time both their pastoral habits and the purity of their racial characteristics. A quarrel with the pagan king of Gobir led in 1802 to the initiation of a religious war on the part of the Moslem Fulani under the leadership of a sheikh named Uthman dan Fodio. Out of this war grew the Fulani empire, extending over the emirates of Katsina, Kano, Zaria, Hadejia, Adamawa, Gombe, Katagum, Nupe, Ilorin, Daura and Bauchi, all owing allegiance to Uthman dan Fodio's son, Bello, the Sultan of Sokoto, as the Sarkin Musulmi or Commander of the Faithful. The independent power of this empire was finally overthrown by the British occupation, but the Fulani were able to maintain their rule for nearly 100 years, showing—in the early stages at all events—marked administrative ability.

The Fulani empire was never co-terminous with the present Northern Provinces boundaries. A number of pagan tribes on the central plateau and in the area of the Benue valley were never brought into subjection. Foremost amongst the peoples who successfully resisted the invasion were the Kanuri of Bornu. This was largely due to Muhammed El Kanemi, who restored the position after the Sultan of Bornu had suffered a preliminary defeat by the Fulani, and went on to exercise the power of virtual ruler of the country, although the Sultan was restored to the throne as a figurehead.

The tribes of what is now south-eastern Nigeria have little or no known early history prior to the British occupation, with the exception of certain of the coastal peoples, who were long known as keen and enterprising traders. Since the establishment of the Protectorate, however, the rapid spread of education has brought great changes and both the Ibos and the less numerous Ibibios now exercise a most important influence on the social, economic and political life of Nigeria.

(b) BRITISH OCCUPATION

Neither the acquisition by the British Crown of the Colony of Lagos nor the establishment of a Protectorate over large areas of the interior was the result of deliberate long-range planning by the Governments of the day. On the contrary those Governments were forced by the pressure of events almost insensibly and often reluctantly into courses of action which finally resulted in the taking over of the administration of the entire territory. The events covering the whole period from the early discovery of Nigeria to the present day may roughly be set out under three heads, the period of exploration, that of penetration and finally that of consolidation of the ground won.

In the period of exploration the British were not the first in the field. As early as 1472 the Portuguese had found anchorages in the mouths of the many rivers in the Bight of Benin. They were not, however, left long in undisputed possession of the field and the first English ships reached the Bight of Benin in 1553, under the command of a Captain Windham. Then followed a chapter in the world's history

on which England, in common with other nations, now looks back with distaste, only mitigated by memories of the earnest efforts made to remedy as far as possible the wrong which had been done. The discovery of America and the establishment of Spanish colonies in the West Indies led to a steadily increasing demand for negro slaves and a cut-throat competition between the maritime nations to participate in, and to oust each other from, the lucrative business of supply. The first Englishman to engage in this traffic was Sir John Hawkins, but he was followed by many others, who gained in the rough and tumble of a hazardous trade much of the experience of ships and the sea which was eventually to prove the salvation of England when the long struggle with Spain moved to its climax in the latter years of the 16th century. Professional seamen argued that participation in the slave trade fostered the growth of a prosperous and powerful merchant marine and long after, when the cause of abolition began to raise its head, the Admiralty was amongst its foremost opponents on the grounds of the serious blow which could be dealt thereby to England's essential reserve of trained seamen. It is a measure of the extent to which the horrors of the trade finally aroused the conscience of the nation that abolition was finally passed in England in the middle of a great war and in the teeth of advice tendered by the country's greatest sailors.

In the sixteenth and seventeenth centuries, however, public opinion quietly ignored the moral issues and concentrated on the material profits and the English west coast ports of Bristol and later Liverpool grew in prosperity accordingly. First the Portuguese and then the Dutch, the Danes, the Spaniards and the Swedes were successively supplanted and by the Treaty of Utrecht in 1712, the British secured a 30-year monopoly of the trade. Although the Dutch and the French maintained slave establishments at Benin until the close of the eighteenth century, it is estimated that more than half the slaves exported from West Africa during the busiest year of the trade were in British ships.

Lord Mansfield's famous ruling in 1772 in the case of James Somersett that any slave setting foot on English ground became free under the common law was followed in 1787 by the establishment of a Society for the abolition of the Slave Trade, which finally secured the passing of an Act of Abolition in 1807. The continuous efforts made to implement the act and to suppress the trade were in a high degree responsible for the extension of British influence in Nigeria, which proceeded steadily throughout the nineteenth century.

The trade in slaves led to the ships of all nations acquiring familiarity with the numerous river mouths between Lagos and Calabar. Little was known of the interior, however, until the beginning of the nineteenth century and in particular, the source and direction of the great river which was widely reputed to flow across the continent of Africa was a complete mystery.

Foremost amongst the names of those who sacrificed their lives to solve it was Mungo Park who reached the Niger from the Gambia River in 1796, and in a second and officially sponsored expedition

from Goree in 1805, sailed down the river as far as Bussa where, with the remnants of his party, he perished in the rapids.

Although absorption in the Napoleonic War acted as a bar to further exploration for a number of years, the problem of solving the mystery of the Niger was not forgotten, and from about 1816 on a number of attempts were made from various directions to establish with certitude the course of the river. Finally, Richard and John Lander succeeded where others had failed in tracing the outlet of the river to the multitude of creeks and rivers now known as the Niger Delta.

In the attempts which followed to put the Landers' discovery to practical use and to open up trade with the interior, the outstanding name in the early period is that of Macgregor Laird, and in the later that of Sir George Taubman Goldie. It became clear to the latter that some form of unity was essential if British companies were to establish themselves against inhabitants of the hinterland and, as a result of his persuasions, the United African Company came into existence in 1879, being reorganised and incorporated as the National African Company Limited three years later. Legitimate trade prospered in spite of many discouragements and with little or no backing from Governments to whom imperial responsibilities in a distant and unhealthy territory had no appeal.

The Government could not remain blind, however, to the difficulties and danger to British trading interests of the international competition for spheres of influence which, in the last two decades of the century, developed into a general scramble for Africa. At the Conference of Berlin in 1885 the British representatives were able successfully to claim that British interests were supreme on the lower Niger and the British claim to a sphere of influence in Nigeria, the boundaries of which were as yet undefined, received international recognition. The Government's steps to undertake the responsibilities of efficient administration in that area known as the Oil Rivers Protectorate, which came under the loose control of a British Consul were, however, both slow and reluctant. It was left to the National African Company, at last in 1886 granted a Royal Charter under the name of the Royal Niger Company, Chartered and Limited, to take a lead in opening up the Niger. The grant of the Charter greatly strengthened the position of the Company, the usual Government services were established and an armed constabulary was raised for the protection of the territory. By these means the Company foiled both German and French efforts to encroach within what are now the boundaries of Nigeria, and after the most serious of French threats in the western part of the territory had been successfully averted by the Company's troops under Captain Lugard (as he then was) in 1894, these boundaries ultimately became generally recognised.

It was the British Government's efforts to suppress the slave trade, however, rather than the furtherance of commercial interests, which led to the most striking changes in its relations with the peoples of Nigeria. Lagos, an important centre of trade, was attacked and

conquered in 1851, but resulting treaties with King Akitoye for the abolition of the trade proved almost useless in the absence of any administrative arrangements to ensure their observance and Akitoye's death, in 1853, was followed by a long period of civil unrest. In 1861 Her Majesty's Government, therefore, reluctantly decided on the occupation of Lagos as the only effective means to the desired end. This was achieved with little difficulty and the island was created a Colony the following year. The new Colony was consolidated and its boundaries were extended somewhat in the years which followed and, in 1886, the Government felt strong enough to offer its services as arbitrator to bring to an end the latest of the Yoruba civil wars which were such a fruitful source of supply for the slave markets. The offer was accepted, peace was temporarily restored and the war camps were burnt by the arbitrators. The precedent was too good not to be followed by those in difficulties and an appeal was made to the Lagos Government by the Egbado peoples who were being oppressed by their more powerful neighbours, the Egbas of Abeokuta. This appeal, together with the fear of the establishment of treaty relations between the French and the Egbas, led to further expeditions into the interior and later to the appointment of a British Resident, who set up his headquarters at Ibadan. Generally the whole of Yorubaland, with the exception of the Egba state, was attached to the Colony of Lagos as a British Protectorate. The wars ceased and a great increase in prosperity, both in the hinterland itself and also in consequence in the port of Lagos was the natural result. It was not many years before the treaty of 1893 recognising the independence of Egbaland was voluntarily abrogated since the authorities there found it impossible to maintain themselves in power without successive appeals for British support. In 1914 this area, too came unreservedly under the Government of the Protectorate of Nigeria.

The large area now known as the Northern Provinces was brought under British Protection in the early years of the twentieth century, largely for similar reasons and from the same motives. Various slave-raiding emirs carried on their activities within a few miles of the Niger Company's scattered posts and it became clear that nothing but force would stop them. One expedition naturally led to another in an area with much more close social and religious affinities than in the coastal belt, and after Government had finally taken over from the Niger Company in 1900, the time soon came when its relative strength and that of the Fulani empire had to be settled. The issue was decided far more easily than might have been expected. The Fulani were aliens and the abuses of their later rule had left them with no deep seated sympathy amongst the subject populations. First Kano and then Sokoto were defeated and occupied, the desert tribes submitted and the Fulani emirs themselves accepted the relatively easy terms of the conquerors and came formally under British protection. The terms included the abolition of slave-raiding and the recognition of British Suzerainty, coupled with an assurance that the Mohammedan religion and the existing system of law would not be interfered with.

The gradual extension of Government's influence in the Protectorate of the Oil Rivers had meanwhile been taking place. In 1893 by Order in Council the Protectorate was extended over the hinterland and renamed the Niger Coast Protectorate and the following year Government found itself forced to undertake an expedition against the Jekri Chief Nana, a powerful slave trader, whose activities extended over a wide area. Benin still held aloof and an unescorted expedition led by Acting Consul-General Philips, in 1897, in an effort to establish a friendly settlement, was attacked and its members, with two exceptions, massacred. A military expedition was accordingly despatched and Benin City was captured with only slight loss six weeks later.

In 1899 the charter of the Royal Niger Company was revoked and on 1st January, 1900, its territories came under formal Government control, compensation being paid to the Company in respect of its administrative expenses and its existing buildings and stores. The Company had added large areas of the rich hinterland of Nigeria to the British Empire and had done much to abolish the slave trade, bringing the benefits of peace and justice to peoples who had previously lived under the shadow of both unrest and oppression. Its virtual trade monopoly became, in the long run, no more defensible in principle than was the "administration at private discretion of Territories of which the defence was provided at public expenses", and the revocation of the Charter was bound to come. But recognition should be given to the great part played by the Company in the building of Nigeria.

(c) ADMINISTRATIVE CONSOLIDATION

The penetration into and extension of British influence over the wide areas of Nigeria had, as has been seen, been carried out by three different sets of officials responsible respectively to the Colonial Office, the Foreign Office and the Directors of the Royal Niger Company. Even when the Royal Niger Company disappeared as a governing body in 1900, there still remained three separate administrations. These were reduced in 1906 to two and the inevitability of the amalgamation of these was clearly foreseen. This came on 1st January, 1914 when the Colony and Protectorate of Nigeria was formally inaugurated under the authority of Royal Letters Patent and Order in Council. Sir Frederick Lugard, who had been appointed in 1912 Governor of both the then remaining administrations, now became the first Governor of a united Nigeria.

The period of consolidation which now followed could hardly have begun in more difficult circumstances. The first world war began in August, 1914, and Nigeria not only found it impossible to recruit much-needed staff for the administration of the territory, but some members of even such limited services as existed, left in order to play their part in the armed forces. Furthermore, the Nigerian Regiment was called upon to play an important part in the expeditions undertaken against the German colonies, first in the Cameroons and Togo-

land and, later, in East Africa. In all these campaigns the soldiers displayed both great gallantry and complete loyalty to their new allegiance. It was also a great tribute to the skill and tact with which Sir Frederick Lugard and his officers had handled the delicate situation in the north that not only was no advantage taken by the emirs of prevailing difficult conditions to re-assert their independence, but throughout the war they continued to give convincing proof of their loyalty to the British connection. Minor trouble broke out in various parts of southern Nigeria, due more to local administrative difficulties than to any general desire to throw off British rule. By far the most serious of these outbreaks was the Egba rising of 1918, which assumed serious proportions for a time, but was eventually suppressed without difficulty by the newly returned troops from East Africa.

In 1919 Sir Frederick Lugard, soon to become Lord Lugard, retired from the Governship of Nigeria. To his outstanding position in its history no better tribute could be paid than the following extract from a speech to the Legislative Council on 18th March, 1946, by the then Governor, Sir Arthur Richards (now Lord Milverton) :

“In the proud record of British Colonial Administration two names stand out—those of Stamford Raffles and Lugard. Speaking in Nigeria there is no need for me to say what Lugard did in bringing out of chaos and in laying the foundations of the Nigeria we see today. Those who knew him personally marvelled how great a heart beat within that slender frame, and with what sure instinct he planned the administration. There is always something sad about the passing of a great man. Lord Lugard had a modesty commensurate with his greatness and his fondest hope was that he had made some contribution to the future of the Nigerian people in whose welfare his interest never flagged until the end.

“To the ordinary man the outstanding characteristic of Lord Lugard was his prodigious industry. He never took a day off ; he was at work all day and far into the night wherever he was—in Zungeru, on a launch on the Niger, in rest houses, even on leave and on the voyage to and from Lagos—and he continued to work at the same pitch right up to the end of his life. Only a man of his physical strength and tenacity of purpose could have accomplished that immense amount of detailed work, and at the same time, amid all the urgent problems, the day-to-day changes and the constant risks of those early days, have kept in clear perspective the administrative structure which he was building up and which we and all the world know to-day. Yet behind all this there was no mistaking the soldier and the man of action in the alert and wiry figure of “the Little Man” as he came to be known later on. One did not argue with his swift decisions : once made they were immovable. One of his notes, on the choice of a school site, read ‘I planted a white stick where the Superintendent’s house should be’—and there it was, and is.

“It was no wonder that he inspired confidence in all those with whom he worked and that less than ten years after he had made his first adventurous journey northwards from Jebba, a stranger could travel alone and in perfect safety through a settled and orderly country, rid of the slavery which he hated, and governed, under his guidance, by the Africans in whose service he spent his life.”

The war had brought great difficulties to Nigeria in the complete dislocation of world trade, but the first two years of peace were a period of unparalleled prosperity. Boom prices were paid for Nigerian produce and exports rose to unprecedented levels. The slump which followed caused great economic difficulties, but it can

fairly be said that, notwithstanding a series of financial crises due to world trade conditions, Nigeria progressed steadily in the period which intervened before the outbreak of the second World War in 1939. The staff of all departments was expanded, enabling Government to extend its activities in a number of ways. Communications were greatly improved, remote areas thus being brought for the first time under effective control. Further, social amenities were widely extended and began to assume, for the first time, the functions and status of a national service. An important part in this and in the great spread of education which took place in these years was played by voluntary agencies, chief amongst which were the Christian Missions. The educational work of these bodies in particular has been of the greatest value and has been extensively encouraged by grants from Government funds. Still further progress could have been made but for the necessity of financing development wholly, or almost wholly, from Nigerian revenues. These, being dependent to a great extent on import customs duties, were subject to considerable fluctuation owing to the ramifications of international trade.

In all this period there was only one major threat to law and order in the territory. This was the women's rising which occurred in the Owerri and Calabar Provinces in 1929 and largely resulted in the destruction of the local system of government which had been set up and in the establishment of Native Administrations based more closely on the indigenous customs of the people.

(d) THE SECOND WORLD WAR AND POST-WAR YEARS

With the outbreak of the second World War the loyalty of Nigerians was, as in 1914, in many ways convincingly demonstrated. Recruits for the armed forces greatly exceeded the number which could be absorbed, and money was generously subscribed for war purposes. An expeditionary force was despatched to Kenya including many veterans of the East Africa campaign of the previous war ; this force after assisting in the occupation of Abyssinia, returned to man the frontiers of Nigeria, the Gambia and Sierra Leone against possible invasion from Vichy-controlled territory. In October 1943 and April 1944 the 81st and 82nd (West Africa) Divisions left for Burma, where they played a prominent part in the Arakan, and units of the Nigerian 3rd Brigade were included in General Wingate's special force operating behind the Japanese lines in Central Burma.

Meanwhile, in Nigeria, vigorous efforts were made to increase the production of essential export commodities. With the loss of Malaya, Nigeria became the chief source of tin for British war factories, while groundnuts, palm oil and kernels were in urgent demand to maintain fat supplies.

Although it is impossible as yet to see the crowded events of the post-war years in perspective, it is obvious that the political, economic, and social progress of Nigeria since 1945 has been swift. On 1st January, 1947 a new Constitution was introduced. An enlarged

Legislative Council was set up with a majority of unofficial members and was empowered to legislate for the whole country, instead of only the south. Regional Houses of Assembly with unofficial majorities and a House of Chiefs in the north were also established, with important advisory and financial functions. Another constitution giving Nigerians a yet greater share in the control of their affairs came into force in 1951. Under this Constitution described in more detail in Chapter 3 of this part of the Report, there is a Central Legislature composed almost entirely of Nigerian elected members and there are Regional Houses of similar composition. There is a Council of Ministers with a Nigerian majority drawn from the House of Representatives and similar Regional Executive Councils. These Councils, with their Nigerian majorities, have the responsibility of formulating Government policy and directing executive action.

The most important economic developments have been the preparation and carrying-out of the Ten-Year Plan for Development and Welfare, and the successful formation and operation of the Marketing Boards and Regional Production Development Boards.

The Ten-Year Development Plan was approved by the Legislative Council in 1946. It was estimated to cost over £55,000,000 and £23,000,000 towards this sum was allocated by the United Kingdom under the Colonial Development and Welfare Act. The scheme was under revision in 1950 and a revised plan was accepted in 1951. Of the £55,000,000 allocated to the original Plan, £34,000,000 were outstanding at 31st March, 1951 and the estimated expenditure of this sum from 1951 to 1956 will be over £12,500,000 by the Northern Region, £10,000,000 by the Central Government, nearly £6,000,000 by the Eastern Region and £5,500,000 by the Western. The Plan is aimed to give a firm foundation on which further development in Nigeria can be built. In it, therefore, there have been large allocations for the expansion of basic social services, such as health and education, for basic equipment such as machinery for good water supplies, roads, and the tools of technical education, and for production services and revenue earning projects. In spite of difficulties in obtaining the men and materials to put the Plan into practice, and in spite of recent steep rises in prices, the Plan has done and is doing much towards the success of the economic schemes promoted by the Marketing Boards, the Regional Production Development Boards and others.

One of the Marketing Boards chief aims was to secure reasonable and stable prices for producers in adverse conditions so as to avoid any repetition of the experiences Nigerian primary producers went through in the nineteen-thirties. Owing, however, to the vast increase in world prices of cocoa, oilseeds, groundnuts and other products, the Boards have not only been able to strengthen their position and build up reserves to cushion producers against an eventual fall in world prices, but to allocate very large sums of money to schemes (largely now drawn up by the Regional Production Development Boards) for the benefit of the areas where the crops with which they are concerned are grown.

The most striking development in Nigeria's social services since the war has been the founding, with generous aid from the United Kingdom, of Nigeria's first University College—the University College, Ibadan—with Dr. Kenneth Mellanby, O.B.E., Sc.D. as Principal. Three years ago the College existed only on paper. It now has a academic staff of over 80, and some 325 undergraduates working in the faculties of arts, science, agriculture and medicine.

One other important post-war change must be mentioned in this short summary, namely the appointment of Nigerians in large numbers to senior posts in the Nigerian Civil Service, and the granting of scholarships to many others to fit them later for such posts. A Commission was appointed in May 1948 to make recommendations on the recruitment and training of Nigerians for Senior Service posts. The Commission's report was accepted by the Government, and since then till the end of 1951 the Central Public Services Board, established in accordance with its recommendations, has appointed 410 Nigerians to Senior Service posts and awarded over 400 scholarships and grants for training courses. Approximately one-seventh of the Senior Service is now Nigerian, and early in 1951 Dr. S. L. A. Manuwa, O.B.E. was appointed Director of Medical Services. He is the first Nigerian to hold this important appointment.

(e) THE CAMEROONS

The German Colony of the Cameroons was conquered by French and British forces in the first World War between 1914 and 1916. Germany renounced her rights to the Colony by the Treaty of Versailles and in 1922 a portion of the Colony was assigned to the United Kingdom to be administered under League of Nations mandate. The British Cameroons consist of two narrow strips of territory on Nigeria's eastern borders with a gap between them on either side of the Benue river. The total area is some 34,000 square miles. The territory was and still is administered as an integral part of Nigeria. The only developed part of the territory was the extreme southern tip, where the Germans had opened up banana plantations. These plantations returned to German ownership in the nineteen-twenties and continued to profit their owners without providing much benefit for the people of the Cameroons. At the beginning of the second World War the plantations were vested in the Custodian of Enemy Property and it was later decided that this time they should not fall back again into private German hands. By legislation passed in 1946 the lands were acquired by Government so that they might be held and administered for the use and common benefit of the inhabitants of the Territory and leased to a new Cameroons Development Corporation for the achievement of that purpose. The Corporation, by the Development of the plantations and the health, education and welfare services it provides, is already doing much to increase the prosperity of the Cameroons peoples.

After the second World War the United Kingdom expressed its

wish to place the Cameroons under the new International Trusteeship system and this was effected by a Trusteeship Agreement approved by the General Assembly of the United Nations in 1946. Under the agreement the United Kingdom was made responsible for the administration of the Territory. A Visiting Mission of the United Nations Trusteeship Council visited the Territory at the end of 1949. The Territory is, in accordance with the Trusteeship Agreement, administered as an integral part of Nigeria, but a Commissioner of the Cameroons was appointed in 1949 with special responsibilities for administration in the Southern Cameroons and for trusteeship affairs in the whole Territory.

GOVERNORS IN NIGERIA

- 1914 Sir Frederick Lugard, G.C.M.G., C.B., D.S.O. (later Lord Lugard). Personal title of Governor-General.
- 1919 Sir Hugh Clifford, G.C.M.G., G.B.E.
- 1915 Sir Graeme Thomson, G.C.M.G., K.C.B.
- 1931 Sir Donald Cameron, G.C.M.G., K.B.E.
- 1935 Sir Bernard Bourdillon, G.C.M.G., K.B.E.
- 1943 Sir Arthur Richards, G.C.M.G. (now Lord Milverton).
- 1948 Sir John Macpherson, G.C.M.G.

TABLE OF PRINCIPAL EVENTS SINCE 1914

- 1914 Formal inauguration of Colony and Protectorate of Nigeria.
Invasion of Cameroons by Nigerian troops on outbreak of war with Germany.
- 1916 Conquest of Cameroons completed.
Completion of railway bridge over River Niger at Jebba.
- 1922 Great Britain received mandate from League of Nations in respect of portion of the German Cameroons.
- 1923 Establishment of Legislative Council with jurisdiction over the Colony and Southern Province of Nigeria.
- 1925 Visit of the Prince of Wales.
- 1926 Opening of Makurdi-Kaduna section of the Railway.
- 1929 Opening of Zaria-Kaduna Namoda section of the Railway.
Riot at Aba, leading to review of system of local administration in the Southern Provinces.
- 1930 Opening of Kano-Nguru section of the Railway.
- 1932 Opening of Benue Bridge at Makurdi.
- 1936 First direct air mail service between Nigeria and the United Kingdom.
- 1939 Division of Southern Provinces into the Western and Eastern Provinces.
Outbreak of second World War.
- 1940-41 Nigerian troops take part in Italian East African Campaign.
- 1943-45 Nigerian 81st and 82nd Divisions take part in Burma Campaign.
- 1946 Beginning of 10-Year Development Plan.
Establishment of Cameroons Development Corporation.
Trusteeship Agreement for Cameroons approved by General Assembly of United Nations.
- 1947 New Constitution. Legislative Council now has jurisdiction over the whole of Nigeria and a majority of non-official members. Houses of Assembly set up in each Region.
- 1948 Opening of University College, Ibadan.
- 1949 Establishment of Marketing Boards for Cotton, Groundnuts and Palm Produce.
Establishment of Regional Production Development Boards.
Announcement that the University College, Ibadan, is to receive £382,000 for initial capital expenditure on the site under a C.D. and W. scheme.

- Disturbances at the Enugu Colliery, subsequently followed by trouble at Aba, Onitsha and Port Harcourt. Commission of enquiry appointed, with Sir William Fitzgerald as chairman.
- Visiting Mission of the United Nations Trusteeship Council visited Cameroons and Togoland.
- 1950 Ibadan General Conference.
- Commission appointed to make recommendations for the allocation of revenue to the three Regional Administrations and the Nigerian Government.
- Party of British industrial and trade union experts visited Nigeria to advise on industrial relations.
- Announcement of His Majesty's Government's general acceptance of the Nigerian Legislative Council's recommendations for the revision of the constitution.
- Cocoa Marketing Board's gift of over £1,000,000 to endow the Department of Agriculture at the University College.
- 1951 New Constitution brought into force.
- Country wide elections for new Regional Houses and House of Representatives.
- Council of Ministers becomes principal instrument of policy.
- Principles of revenue allocation to Regions settled.

Chapter 3 : Administration

The Regions

Nigeria is divided into three Regions known as the Northern Region, the Western Region and the Eastern Region. The boundaries of these Regions coincide with those of the former Northern, Western and Eastern Provinces. The capital of the whole country is at Lagos which falls in the Western Region. The capitals of the Northern, Western and Eastern Regions are at Kaduna, Ibadan, and Enugu, respectively.

There is a Governor and Commander-in-Chief with authority over the whole country and Lieutenant Governors in each of those three Regions.

The Cameroons under the United Kingdom Trusteeship (see Chapter 2 (e) above) is administered as an integral part of Nigeria. The Southern Cameroons are administered as part of the Eastern Region and the Northern Cameroons as part of the Northern Region. There is a Commissioner of the Cameroons who administers the Southern Cameroons subject to the authority of the Lieutenant-Governor Eastern Region, and is responsible to the Governor, as far as Trusteeship affairs are concerned, for the whole of the Trust Territory.

The New Constitution

The 1951 Constitution established a Central Legislature and a Council of Ministers for the whole of Nigeria and separate Legislatures and Executive Councils in each of the three Regions.

The Council of Ministers

The Council of Ministers is the principal instrument of policy in and for Nigeria. It consists of the Governor as President, 6 *ex officio* members and 12 Ministers. The *ex officio* members are the Chief

Secretary to the Government of Nigeria, the Lieutenant-Governors of the three Regions, the Attorney-General and the Financial Secretary to the Government of Nigeria.

At the time of writing this Report, the 12 Ministers (in alphabetical order) are as follows :

The Honourable Sir Adesoji Aderemi, K.B.E., C.M.G., M.H.R.,
Oni of Ife,
Minister without Portfolio.

The Honourable S. L. Akintola, M.H.R.,
Minister of Labour.

The Honourable Okoi Arikpo, M.H.R.,
Minister of Lands, Survey and Local Development.

The Honourable M. Abubakar Tafawa Balewa, O.B.E., M.H.R.,
Minister of Works.

The Honourable Dr. E. M. L. Endeley, M.H.R.,
Minister without Portfolio.

The Honourable Shettima Kashim, M.B.E., M.H.R.,
Minister of Social Services.

Alhaji, The Honourable Usuman Nagogo, C.B.E., M.H.R.,
Emir of Katsina,
Minister without Portfolio.

The Honourable E. Njoku, M.H.R.,
Minister of Mines and Power.

The Honourable A. C. Nwapa, M.H.R.,
Minister of Commerce and Industries.

The Honourable Chief Arthur Prest, M.H.R.,
Minister of Communications.

The Honourable M. Mohammadu Ribadu, M.B.E., M.H.R.,
Minister of Natural Resources.

The Honourable Chief Bode Thomas, M.H.R.,
Minister of Transport.

The Regional Executive Councils

The Executive Councils of the Regions are the principal instruments of policy in and for the Regions in matters to which the executive authority of the Regions extends. The appropriate Lieutenant-Governor presides in each of these councils and there are three *ex officio* members—the Civil Secretary, the Legal Secretary, and the Financial Secretary of the Region. There may also be up to two official members of each of the councils. The majority of each council is, however, composed of elected members chosen from the respective House of Assembly.

House of Representatives

There is a Central House of Representatives which consists of the President, 6 *ex officio* members, 136 representative members elected by the method described below and not more than 6 Special Members, representing interests which, in the Governor's opinion, are not otherwise adequately represented in the House. The 6 *ex officio* members

are the same as those who sit on the Council of Ministers. Of the 136 representative members, 68 are chosen by the Joint Council of the Northern Region, 31 by the Western House of Assembly, 3 by the Western House of Chiefs and 34 by the Eastern House of Assembly.

Laws

The Governor, with the advice and consent of the Central House of Representatives, may make laws for the peace, order and good government of Nigeria.

The Lieutenant-Governors of the Regions, with the advice and consent of the Regional Houses, may make laws for the peace, order and good government of the Regions with regard to a large number of matters such as Agriculture, Education, Town and Country Planning, Public Health and Sanitation, etc.

Regional Houses

In the Northern Region, there are two legislative houses styled the Northern House of Chiefs and the Northern House of Assembly. The Northern House of Chiefs consists of the Lieutenant-Governor as President, three official members, all first-class Chiefs, 37 other Chiefs and an Adviser on Moslem Laws. The Northern House of Assembly consists of the President, 4 official members, 90 elected members and not more than 10 Special Members representing the interests of communities not otherwise adequately represented in the opinion of the Lieutenant-Governor.

In the Western Region, there is also a House of Chiefs with the Lieutenant-Governor as President, 3 official members and not more than 50 Chiefs. There is also a Western House of Assembly consisting of the President, 4 official members, 80 elected members and not more than 3 Special Members.

The Eastern House of Assembly consists of the Lieutenant-Governor as President, 5 official members, 80 elected members and not more than 3 Special Members.

Joint Councils

There are Joint Councils in both the Northern and the Western Regions. The Northern Joint Council consists of not more than 40 members elected from each legislative house, making a total number of 80 in all. The Joint Council of the Western Region is similarly constituted. While, however, the Joint Council for the North elects members to the Central House of Representatives, the Joint Council for the West does not. As explained above, 31 out of the 34 Western Representatives in the Central House are chosen by the Western House of Assembly, the remaining three being chosen by the Western House of Chiefs.

Elections to Regional Houses

The members of the Regional Houses of Assembly are elected by electoral colleges. In the North, an electoral college is elected in each

province, in the West and East, in each division. The electoral colleges are formed by a number of intermediate stages, the first in each case being a primary election at which all adult male taxpayers may vote.

Local Government

Local Government in Nigeria is the main responsibility of a large number of "Native Administrations." In the East, however, there are a number of county and other councils on familiar English lines and throughout the country, in recent years, the influence of British local government institutions has been increasingly marked.

The Native Authority system was instituted in northern Nigeria with the coming of the British Rule in 1900 and then spread, not only to the rest of the country, but over many parts of tropical Africa. The system was first instituted in the northern emirates where the local functions of government were delegated to African rulers acting under the supervision and assistance of the British Administrative Staff. The local authorities so constituted were known as Native Authorities and were responsible to the Government for the peace and good order of their areas. Under them district heads and village heads were responsible to their superiors for the smaller areas under their charge.

Native Treasuries were established into which were paid a share of the taxes collected by the Native Authorities as well as the receipts of Native Courts which were also set up and various minor fees. The revenue and expenditure of each Native Treasury were shown in the annual estimates approved by the Chief Commissioner.

As time went on, these Native Authorities undertook a large number of social and economic services such as maintenance of roads, hospitals, dispensaries, etc. The system brought about changes in the indigenous institutions on which the Native Authorities were founded. For instance, the Emirs' Councils which were the ordinary feature of the Hausa and Fulani system in many cases became more like councils of ministers and district heads, instead of coming from a small group of ruling or privileged families, were now often chosen for their educational or other merits.

There are now some 120 Native Authorities in the North with 60 Treasuries. Some of these Native Authorities are of great importance such as that of Kano which has an annual revenue of over £500,000. The Native Authorities in the North provide about one-third of the primary schools and maintain much the same proportion of hospitals.

This Native Authority system was adopted in the West in 1916 and in the East in 1933. In the West, the aim, in recent years, has been, while keeping the native authority system, to modify it on modern democratic lines. The number of Native Authorities in that Region has been reduced from 137 in 1945 to some 50 today. The proportion of elected members of Native Authority councils has been greatly increased and these elected members are often in the majority. Similarly, there is now no "Sole Native Authority" ; in 1939 there were five of these "Sole Native Authorities" in the Western Region, viz.,

the Alake of Abeokuta, the Oba of Benin, the Oni of Ife, the Alafin of Oyo and the Awujale of Ijebu-Ode. (These chiefs, though their power was in theory autocratic, would not normally have taken important action affecting their local community without consulting their councils). The committee system is also being increasingly used and some of the more advanced native authorities in the West have appointed executive officers or secretaries with duties much the same as those of the clerk of an English local authority.

In the East, it has been decided to abandon the Native Authority system which, because of the absence of old established powerful indigenous organisations on which the system could be built, has not been so satisfactory as in the other two Regions. In the words of the Select Committee of the Eastern House of Assembly set up in 1948 to review the existing system and formulate principles for reform, "The theory of native administration pre-supposes the existence of a growing inherent authority capable of development to such an extent that it can provide for the effective and efficient administration of the people at all stages of progress. After 20 years experience, it is evident that the inherent authority in the Eastern Provinces, extending as it does to little beyond the confines of the family, is incapable of such development." The Committee went on to say that the existing Native Authorities, with a few exceptions, had failed to attract educated and progressive Africans as members. The Committee recommended that, instead of the Native Administrations, county councils, rural district councils, urban district councils, and village group councils on the lines of those of the United Kingdom should be established. The Eastern Local Government Ordinance (No. 16 of 1950) was passed in 1950 by the Legislative Council to give effect to these recommendations. The first Eastern Region County Council was set up at Ikot-Ekpene in 1950 and further councils established in 1951.

Towns

Most towns are administered in accordance with the Townships Ordinance (Cap. 216). A typical example is Warri township administered by a Local Authority who is the Administrative Officer, responsible to the Resident. He is assisted by advisers appointed by the Resident. There are very different arrangements in the largest towns. In Lagos, for example, there is a council entirely elected by adult suffrage and a mayor elected by the Council. The Council has at present an all African membership and the Mayor is Dr. I. B. Olorun-Nimbe.

PUBLIC RELATIONS

The headquarters of the Public Relations Department are at Lagos, and there are Regional Public Relations Officers at Kaduna, Enugu and Ibadan. The chief activities of the Department in 1951 are summarised below.

The New Constitution. The most important activity of the Department during the year was a country-wide educational campaign in

connection with the new constitution. A series of pamphlets were issued, some in simple English and others in the principal vernaculars. They dealt both with the general structure of the constitution and with its regional aspects. Later a special pamphlet of "Questions and Answers" was also issued to clarify points raised in public discussion following the distribution of the main series of pamphlets.

The Department's cinema vans were widely used in the campaign. They toured the rural areas and showed films depicting parliamentary procedure. After these showings selected African officers made use of public address equipment to speak on the constitution and to answer questions.

Special articles and notices giving instructions and advice to prospective voters were also published in the local press.

Marketing Publicity. A Marketing Publicity Section, the cost of which is reimbursed from funds made available by the Marketing Boards, was formally established in February, 1951. The Section has subordinate staff attached to the Regional Offices at Enugu and Ibadan, and arrangements have been made for an Assistant District Officer to be seconded to take charge of its work in the Northern Region.

The principal function of the Section is to publicise the policy and activities of the Cocoa, Oil Palm, Cotton and Groundnut Marketing Boards and also of the Regional Production Development Boards in their campaigns to raise the quantity and quality of crops and improve conditions in the areas in which they are grown. In the early months of its existence the Section was concerned chiefly with exploratory research into methods and media of publicity which were likely to prove most effective.

Mr. Ernest Ikoli, one of the most experienced of Nigerian journalists, was invited to give a series of lectures in the cocoa-farming areas, taking with him a projector and a copy of a film "It pays to take care", which was made some years ago by the Public Relations Department in collaboration with the Department of Agriculture.

Films. The Film Production Unit continued work in 1951 on a variety of projects, but found time also to make a fairly detailed record of the elections held under the new constitution.

The film "Smallpox", made in 1950, has achieved a notable success. Critics in London described it as one of the best documentaries of its kind ever to be produced by a Colonial Unit. Wherever it has been shown in Nigeria it has greatly stimulated interest in vaccination. Public Relations Departments in many other territories have asked for copies of the film.

The Department's mobile cinema units again travelled many thousands of miles, visiting towns and villages in all parts of the country and showing films to audiences totalling well over a million people.

The demands made on the Photographic Section by other Government departments and by the Regional Administrations were again very heavy. Much of the work undertaken was in connection with

development projects. Although the importance of these local assignments is recognised, it will be necessary to reduce the amount of time and labour devoted to them if the Section is to fulfil its equally important duty of producing a steady flow of photographic material for distribution overseas.

Nigeria Review. Owing to the continued shortage of newsprint, the circulation of the *Nigeria Review* was cut from 45,000 to 30,000. Some of the newsprint saved was used to ensure the continued publication of privately owned newspapers.

In May, 1951, the Regional Public Relations Office at Enugu produced the maiden issue of its weekly paper, *The Eastern Outlook and Cameroons Star*. The paper is sold at two pence a copy instead of being given away free, but it has already attained a circulation of nearly ten thousand.

General. There was again a steady influx of press correspondents from overseas, most of them in search of material dealing with constitutional development in West Africa.

New activities of the Process Engraving Section included the designing and engraving of charts, colour designs and calendars for the Railway, graphs and anatomical drawings for the Medical Department, illustrations of every description for use in mass education primers and pamphlets, blocks for various publications issued by the University College at Ibadan, posters and slides needed for instructional purposes by the police, and a great volume of work for the magazine *Nigeria* which now relies on the Section for virtually the whole of its pictorial reproductions. Successful experiments were undertaken in the production of colour blocks.

Chapter 4 : Weights and Measures

Imperial weights and measures are in use.

Chapter 5 : Principal Newspapers and Periodicals

A full list of the country's principal newspapers and periodicals is given below. Some of the most important are the *Daily Times* ; the *West African Pilot* which, with other papers of Zik's Press, Limited, supports the N.C.N.C. ; the *Nigerian Tribune* and *Daily Service*, which support the Action Group; the Gaskiya Corporation's *Gaskiya ta fi Kwabo*, and *Nigerian Citizen* ; and the Public Relations Department's *Nigeria Review*, *Eastern Outlook* and *Children's Newspaper*. *Nigeria* and the *Nigerian Field* are the two leading periodicals among those which do not deal with political affairs.

	NAME OF PAPER	DAILY OR OTHERWISE	LANGUAGE	PUBLISHERS	ADDRESS
1	<i>Daily Times</i>	Daily	English	Nigerian Printing & Publishing Co., Ltd., Daily Mirror Newspapers.	172 Broad Street, Lagos.
2	<i>Daily Comet</i>	"	"	Comet Press, Limited.	2 Yoruba Road, Kano.
3	<i>Daily Service</i>	"	"	Service Press, Limited.	5 & 7 Apongbon Street, Lagos.
4	<i>West African Pilot</i>	"	"	Zik's Press, Limited.	34 Commercial Avenue, Yaba.
5	<i>Southern Nigerian Defender</i>	"	"	Zik's Press, Limited.	Ijebu Bye Pass, Oke Ado, Ibadan.
6	<i>Nigerian Spokesman</i>	"	"	Zik's Press, Limited.	New Market Road, Onitsha.
7	<i>Eastern Nigerian Guardian</i>	"	"	Zik's Press, Limited.	37 Aggrey Road, Port Harcourt
8	<i>Nigerian Tribune</i>	"	"	African Press, Limited.	P.O. Box 78, Ibadan.
9	<i>Nigerian Daily Echo</i>	"	"	Asika.	53 Creek Road, Port Harcourt.
10	<i>New Africa</i>	"	"	N. Anagbogu	New Africa Press, Asata, Enugu.
11	<i>West African Examiner</i>	"	"	Enitonna Press	12 Creek Road, Port Harcourt.
12	<i>Eastern States Express</i>	"	"	Dr. Udo-Udoma	34 Park Road, Aba.
13	<i>The People</i>	"	"	The Peoples Press	50 Victoria Street, Port Harcourt.
14	<i>Nigerian Observer</i>	Weekly	"	Enitonna Educational	81 Aggrey Road, Port Harcourt
15	<i>Nigerian Eastern Mail</i>	"	"	J. V. Clinton	P.O. Box 57, Henshaw Town, Calabar.
16	<i>Akede Eko</i>	"	Yoruba	I. B. Thomas	116 & 139 Igboere Road, Lagos.
17	<i>Irohin Yoruba</i>	"	"	Service Press, Limited.	5 & 7 Apongbon Street, Lagos.
18	<i>Catholic Herald</i>	"	English	St. Paul's Press	Catholic Mission, Ebute Metta.
19	<i>Nigeria Review</i>	"	"	Public Relations Department (Government)	11 Custom Street, Lagos.
20	<i>African Echo</i>	"	"	J. J. Odufuwa	58 Macullum Street, Ebute Metta.
21	<i>Nigerian Statesman</i>	"	"	W. O. Briggs	Kester Lane, Lagos.
22	<i>Eleti Ofe</i>	"	Bilingual (English-Yoruba)	T. Thompson	6 Aibu Street, Lagos.
23	<i>Gaskiya ta fi Kwabo</i>	"	Bilingual (Hausa-English)	Gaskiya Corporation, Zaria	Zaria.

	NAME OF PAPER	DAILY OR OTHERWISE	LANGUAGE	PUBLISHERS	ADDRESS
24	<i>Western Echo</i>	Weekly	English	R. Ola Oke	Oke Padre. P.O. Box 263, Ibadan.
25	<i>Nigerian Citizen</i>	"	"	c/o Gaskiya Corporation	Zaria.
26	<i>Benin Voice</i>	"	"	Omo'ba L. Osula	c/o P.O. Box 14, Benin City.
27	<i>Egbaland Echo</i>	"	Bilingual (English-Yoruba)	Ayo Ajala	185 Bamgbose Street, Lagos.
28	<i>Northern Advocate</i>	"	English	B. E. Ogbuagu	P.O. Box 143, Jos.
29	<i>Nigerian Standard</i>	"	"	G. H. Oweh	c/o Central Press, Ofotokun Road, Sapele.
30	<i>Morning Star</i>	"	"	Adigun	Oyo Road, Ibadan.
31	<i>Nigerian Star</i>	"	"	T. Enahoro	Block 3, Plot 6 Embankment Road, Sapele.
32	<i>Nigerian Guide</i>	"	"	Nigerian Guide Press	P.O. Box 37, Oshogbo.
33	<i>In Leisure Hours</i>	Monthly	Bilingual (English-Yoruba)	C.M.S. Bookshops & Press	11 & 13 Broad Street, Lagos.
34	<i>War Cry</i>	"	English	The Salvation Army	11 Odunlami Street, Lagos.
35	<i>African Hope</i>	"	"	Ijaiye Press	35 Hawley Street, Lagos.
36	<i>Niger News</i>	"	"	C.S.M. Niger Bookshops	P.O. Box 34, Port Harcourt.
37	<i>By the Lagoon</i>	"	"	Canon A. C. Howells	C.S.M. Parsonage.
38	<i>Ijebu Review</i>	"	"	Resident's Office	Ijebu Province, Ijebu-Ode.
39	<i>Egba Bulletin</i>	"	"	Provincial Office	Abeokuta.
40	<i>Ilaro Bulletin</i>	Weekly	Bilingual (English-Yoruba)	Official	c/o District Officer, Ilaro.
41	<i>African Church Chronicle</i>	Monthly	English	Rev. E. O. Peters	104 Lagos Street, Ebute Metta.
42	<i>Christian Comment</i>	"	"	West African Gospel Publishing Service	Kaduna.
43	<i>Nigeria</i>	Quarterly	"	Government of Nigeria	The Exhibition Centre, Marina, Lagos.
44	<i>Nigerian Field</i>	"	"	Nigerian Field Society	H. F. & G. Witherby Ltd., 326 High Holborn, London, W.C.1.
45	<i>University Herald</i>	"	"	University Students	c/o University College, Ibadan.

Chapter 6 : Short Reading List

GENERAL

- BARGER, G. P., *Hausa-English Dictionary*. Oxford University Press, 1934.
- BARTH, H., *Travels and Discoveries in North and Central Africa*. 5 vols. London, Longmans, 1857.
- BURNS, SIR A., *History of Nigeria*. 4th edition. London, Allen & Unwin, 1948.
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- BOVILL, E. W., *Caravans of the old Sahara*. Oxford University Press, 1933.
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- HUBBARD, J. W., *The Sobo of the Niger Delta*. Zaria, Gaskiya Corporation, 1951.
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- LUGARD, LADY, *A Tropical Dependency*. London, Nesbitt, 1905.
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- NIVEN, C. R., *How Nigeria is Governed*. London, Longmans, 1950.
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 FORDE, D. and SCOTT, R., *The Native Economies of Nigeria*. Ed. M. Perham.
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 DOLLMAN, D. G. and BURLACE, J. B., *Rowland Ward's Record of Big Game*; with their distribution, characteristics, dimensions, weights and horn and tusk measurements. 9th edition. London, Rowland Ward, 1928.
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 KEAY, R. W. J., *Outline of Nigerian Vegetation*. Lagos, Government Printer, 1949.
 SANDERSON, I. T., *Animal Treasure*. London, Macmillan, 1937.
 WELMAN, J. B., *Preliminary Survey of the Freshwater Fisheries of Nigeria*. Lagos, Government Printer, 1948.
 WORTHINGTON, E. B., *Science in Africa*. Oxford University Press, 1938.

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NIGERIAN GOVERNMENT PUBLICATIONS

Obtainable, if in print, from the Crown Agents for the Colonies, 4, Millbank, London, S.W.1.

- Annual Departmental Reports* Various prices.
Administrative and Financial Procedure under the New Constitution. Financial Relations between the Government of Nigeria and the Native Administrations. Report by Sir S. Phillipson, C.M.G., 1946. 1s. 6d.
Memorandum on Educational Policy in Nigeria (Sessional Paper No. 20 of 1947). 9d.
Grants in Aid of Education in Nigeria. A Review with Recommendations, by Sir S. Phillipson, C.M.G., 1948. 1s. 6d.
Report of the Commission appointed by His Excellency the Governor to make recommendations about the recruitment and training of Nigerians for Senior Posts in the Government Service of Nigeria. 1948. 6d.
Report on Methods of Negotiation between Government and Government Employees on Questions affecting Conditions of Service, by T. M. Cowan. 1948. 1s.
Report of the Commission of Enquiry into Conditional Sales. 1948. 2s. 6d.
Statement of the Policy proposed for the Future Marketing of Nigerian Oils, Oil Seeds and Cotton. (Sessional Paper No. 17 of 1948). 6d.
Statement of Policy Proposed by the Government for the Future Regulation of Grants-in-Aid of the Medical and Health Services provided by Voluntary Agencies in Nigeria. (Sessional Paper No. 27 of 1949). 6d.
Review of the Constitution—Regional Recommendations, 1949. 6d.
Report of the Commission appointed by His Excellency the Governor to investigate and make recommendations regarding the Labour situation on the Nigerian Railway. 6d.
Report on the Operating Problems of the Nigeria Railway 1949, by H. F. Pallant. 6d.
Memorandum on Local Government Policy in the Eastern Provinces. 1949. 9d.
Report on land tenure, Niger Province, by C. W. Cole. 1949.
Report on land tenure, Zaria Province, by C. W. Cole. 1949.
Report on land tenure, Kano Province, by C. W. Cole. 1949.

- Report on land tenure, Plateau Province*, by C. W. Cole. 1949.
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- Proceedings of General Conference on the Constitution, January, 1950*. 1s. 6d.
- Report on a Technical College Organisation for Nigeria*, by W. H. Thorp and F. J. Harlow. (Sessional Paper No. 11 of 1950). 9d.
- Report of Commission of Enquiry into the Okrika-Kalabari dispute*. 1950. 1s. 6d.
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- Report of the Commission of Enquiry into the Allegations of Misconduct made against Chief Salami Agbaje, the Otun Balogun of Ibadan, and Allegations of Inefficiency and Maladministration on the part of the Ibadan and District Native Authority* by H. L. M. Butcher. 1951. Lagos, Government Printer. 2s. 6d. net.
- Report of the Commission appointed by His Excellency the Governor to enquire into the circumstances in which a fire caused loss of life at, and destroyed, the El-Dunia Cinema, Kano, on the 13th day of May, 1951*. Lagos, Government Printer. 6d. net.
- Local Government in the Western Provinces of Nigeria*. 1951. Ibadan, Government Printer. 9d.
- An Experiment in Resettlement*, by E. O. M. Hunt. 1951. Kaduna, Government Printer.
- Report on the Department of Commerce and Industries*. Its role in the Northern Region and suggested projects for operation therein by the Department, 1951. Kaduna, Government Printer.
- Address by His Honour Commander Sir James Pyke-Nott, Lieutenant-Governor of Eastern Region at the first Budget Meeting of the Eastern House of Assembly, February, 1952*. Enugu, Government Printer.
- A Revised Plan of Development and Welfare for Nigeria 1951-56*. (Sessional Paper No. 6 of 1951). Lagos, Government Printer.
- Western Region of Nigeria Report on the year 1951*, by His Honour, Percy V. Main, Acting Lieutenant-Governor, Western Region to the Western Regional Legislature. Ibadan, Government Printer.
- Report on the work of the West African Institute of Social and Economic Research (University College, Ibadan, Nigeria), April, 1951 to March, 1952*. Ibadan, University College.
- Annual Report and Accounts of the Northern Regional Production Development Board 1950-51*. Kaduna, Government Printer. 9d. net.
- House of Representatives Debates*. First Session, January, 1952. Lagos, Government Printer. 1s 6d. net.
- Report of Commission on Revenue Allocation*. 1951.
- Handbook of Constitutional Instruments*. Lagos, Government Printer, 1952.

UNITED KINGDOM GOVERNMENT PUBLICATIONS

- Obtainable, if in print, from H.M. Stationery Office at the addresses shown on cover page 3 or through any bookseller. Prices in brackets include postage.
- Mass Education in African Society*. Report of the Adult and Mass Education Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 186, 1943. Out of print.
- Education for Citizenship in Africa*. Report of a Sub-Committee of the Advisory Committee on Education in the Colonies. Colonial No. 216, 1948. 1s. 6d. (1s. 7½d.).
- Bibliography of Published Sources relating to African Land Tenure*. Colonial No. 258, 1950. 4s. (4s. 3d.).
- Native Agriculture in Tropical African Colonies*. Report of a survey of Problems in Mechanization. Colonial Advisory Council of Agriculture, Animal Health and Forestry. Publication No. 1, 1950. 5s. 6d. (5s. 9d.).

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- Labour Conditions in West Africa*. Cmd. 6277, 1941. 2s. 6d. (2s. 9d.).
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- Report of the West African Oil Seeds Mission*. Colonial No. 224, 1948. 1s. 6d. (1s. 8d.).
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- An Economic Survey of the Colonial Territories, 1951*. Vol. III : *The West African Territories*. Colonial No. 281-3, 1952. £1 5s. 0d. (£1 5s. 3d.).
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- Report of the Commission on the Civil Services in British West Africa*. Colonial No. 209, 1947. 7s. 6d. (8s.).
- Trypanosomiasis in British West Africa*, by PROFESSOR T. H. DAVEY, 1948. 2s. (2s. 2d.).
- Tsetse Flies in British West Africa*, by T. A. M. NASH, 1948. 30s. (30s. 9d.).
- Despatch from the Secretary of State to the Officer administering the Government of Nigeria regarding the Report of the Commission of Inquiry into the Disturbances at Aba and other places in South Eastern Nigeria in November and December, 1929*. Cmd. 3784, 1931. 2d. (3d.).
- Remission of Payments to Exchequer under the Royal Niger Company Act, 1899, Memorandum on the Financial Resolution*. Cmd. 5488, 1937. 1d. (2½d.).
- Proposals for the Revision of the Constitution of Nigeria*. Cmd. 6599, 1945. 3d. (4½d.).
- Enquiry into the Cost of Living and the Control of the Cost of Living in the Colony and Protectorate of Nigeria*. Colonial No. 204, 1946. Out of print.
- The Anchau Rural Development and Settlement Scheme*, by T. A. M. NASH, 1948. 3s. 6d. (3s. 8d.).
- Report of the Commission of Enquiry into the Disorders in the Eastern Provinces of Nigeria, November, 1949*. Colonial 256, 1950. 1s. 6d. (1s. 8d.).
- Report of the Commission of Enquiry into the Disorders in the Eastern Provinces of Nigeria. Exchange of Despatches between the Governor and the Secretary of State for the Colonies*. Colonial No. 257, 1950. 4d. (5½d.).
- Enquiry into the Disorders in the Eastern Provinces of Nigeria. Proceedings of the Commission 1950*. Two volumes. £2 2s. 0d. (£2 3s. 3d.).
- Report of the Nigerian Livestock Mission*. Colonial No. 266, 1950. 5s. (5s. 4d.).
- Contagious caprine pleuro-pneumonia ; a Study of the disease in Nigeria*, by E. O. LONGLEY. Colonial Research Publication No. 7, 1951. 4s. (4s. 1½d.).
- Colonial Road Problems : Impressions from visits to Nigeria*, by H. W. W. POLLITT. Colonial Research Publication No. 8, 1950. 3s. (3s. 2d.).
- Insect infestation of stored food products in Nigeria*. Report of a survey, 1948-50, and of control measures adopted. Colonial Research Publication No. 12, 1952. 5s. (5s. 1½d.).

APPENDIX A

Report on the First Elections to the Western House of Assembly

GENERAL ELECTION, 1951

INTRODUCTION

The Electoral Regulations

The Elections to the Western House of Assembly were governed by the Western House of Assembly (Elected Members) Electoral Regulations, 1951, * which came into force on the 28th June, 1951. These Regulations were drafted in close consultation with the Western Regional Administration and took into account the recommendations of the General Conference on the Review of the Constitution held in Ibadan in January 1950, and subsequent recommendations of the Western House of Assembly.

Distribution of Seats in the House of Assembly

2. Each of the twenty-four Divisions of the Western Region, together with the town of Lagos, was established as an electoral district. The distribution of seats † among these twenty-five districts was based on population, in so far as this was permitted by the requirement that no Division should have less than two members, and was approved by the Western House of Assembly at its meeting in December 1950, subject to the proviso that if the coming population census indicated that the distribution was inequitable changes would be made before holding the next general election.

The Electoral Ladder

3. In the case of the town of Lagos, election to the House of Assembly was direct, though the qualifications laid down for voters and candidates was the same throughout the Region. Elsewhere election was through a simple system of electoral colleges, and it is with the elections outside the town of Lagos that this Report deals. As indicated in the First Schedule to the Electoral Regulations, each electoral district was divided into a number of intermediate electoral areas. (These usually correspond with subordinate native authority areas). They in turn, were further divided by the Chief Electoral Officer of each Province into a number of primary electoral areas which consisted of villages, quarters of towns, or sometimes groups of hamlets. In all there were 240 Intermediate, and 3,135 primary electoral areas.

Preparations for the Elections

4. It was known that the task of preparing for the elections would fall entirely on the Provincial Administration. There was therefore

* Published in *Extraordinary Nigeria Gazette*, No. 33 of 28th June, 1951.

† *Vide* Column 2 of First Schedule to the Western House of Assembly Electoral Regulations, 1951.

frequent consultation between the Secretariat and Residents, and an officer of the Secretariat toured extensively to discuss electoral arrangements with Residents and District Officers. Instructions setting out (a) "Duties of Chief Electoral Officer", (b) "Duties of Electoral Officer" and (c) "Duties of Primary Returning Officer," all based on the Electoral Regulations were prepared in and issued from the Secretariat.

Senior Service Staff available

5. Excluding the Commissioner of the Colony and Residents, who were appointed Chief Electoral Officers, there were only seventy-one Administrative Officers available in the field at the time of the elections, although it must be placed on record that they received very ready assistance, when requested, from Departmental Officers and Development Officers.

The Time Table

6. By Public Notice No. 124 of 1951,* the Governor appointed the period 6th August to 9th September inclusive as that within which the primary elections should be held, 10th to 13th September as that within which the intermediate elections should be held, and 24th September as the date for the holding of the final elections.

7. It was only at the end of April 1951, that the Secretary of State finally approved certain proposals governing the electoral procedure for this Region. The time available for pre-election publicity was thus a bare three months.

Printed Aids

8. The Electoral Regulations themselves first appeared in an *Extraordinary Nigeria Gazette* dated 28th June, 1951, which was not in the hands of most District Officers until about 7th July. At the same time a summary of the Regulations was prepared in the Western Secretariat, printed, and issued to all officers concerned with the conduct of the elections. The Regional Public Relations Officer, for his part, in conjunction with the Secretariat, issued pamphlets on the New Constitution entitled "The Electoral Ladder", "At the Top of the Ladder" and "The Steps of the Ladder." All three pamphlets were issued in the vernacular as well as in English and were produced in very large numbers. The last-named was correctly described as "A Practical Guide to the Elections from villages to the Western House of Assembly" and thirty thousand copies of the English edition were printed and widely distributed.

Use of Government Press, Ibadan, and supply of Duplicating Machines

9. Fortunately the new Government Press at Ibadan was ready to begin operation in June, and quickly proved to be a great boon. It printed, for instance, the third of the Regional Public Relations Officer's

* *Nigeria Gazette*, No. 36 of 12th July, 1951.

publicity pamphlets as well as all forms needed in connection with the elections, including the instructions to Returning Officers at the primary elections. Meanwhile it was ensured that every District Officer had at his disposal a Gestetner or Roneo Duplicator in good working order, with ample supplies of paper and ink to go with it.

Pre-election Touring by Administrative Officers

10. Undoubtedly the most effective explanation of the New Constitution and of the electoral arrangements was that given by Administrative Officers who toured extensively during the short period available. In many Divisions every little village was visited at least once. In others it was only possible to visit the headquarters towns of the subordinate native authorities and in those cases representatives from the outlying villages were invited to attend the publicity meetings, particularly those who were to be appointed Returning Officers. It was difficult, however, to arouse much interest in the coming elections by just one solitary visit. In parts of Ikeja Division use was made of mobile public address equipment, and films depicting elections were shown.

Activities by Political Parties

11. There was considerable pre-election activity on the part of the political parties, notably by the Action Group which started its campaign at the beginning of May. It is doubtful, however, if this activity had much effect on the results of the primary elections, for at that level people normally seemed to vote for personalities, and rarely for parties. At the primary level party politics were most in evidence in Benin and Ibadan, and then it was not a battle between the two principal national parties, but between local parties—in the case of Benin between Otu Edo and the Benin Taxpayers' Association ; in Ibadan between the Ibadan People's Party and the Ibadan Citizens Committee. Conspicuous by their absence were election posters.

PRIMARY ELECTIONS

12. Except in the waterside area of Warri Province, where they were held on Monday, 6th August, all primary elections were held on Monday, 13th August. In most cases the traditional head of the area was the Returning Officer, though if he was illiterate he was warned beforehand to arrange for clerical assistance with the completion of his Return.

13. As stated already, there were in all 3,135 primary electoral areas in the Region. Except in Sapele and Warri Townships, Ondo Town, Badagry, Ibadan and the registration areas in Ikeja Division, where a form of secret ballot was adopted, primary elections took place at electoral meetings. Considerable publicity was given to the time and place of these meetings, but nevertheless attendance was, on the whole, poor. Less than a quarter of the elections were contested. In quite a number of cases a decision had been taken by a village at a

meeting held previous to the day appointed. In fact, in at least one case the Certificate of Result of the Primary Election was received by the Electoral Officer (the District Officer) several days before 13th August. One such Certificate reads as follows :

“ I.....hereby certify that I was the Returning Officer for the primary election appointed to be held in the primary electoral area of..... That the said primary election was held at 12 noon on the 13th August. That the following person and no other person was elected.”

Signature or Mark.....

Returning Officer

Witness.....

Date 30-7-51.”

14. Primary electoral meetings were held in such places as court houses, school buildings, school compounds, cinemas (Sapele and Ibadan), market places, mosques, football fields, churches, under trees, even in houses.

Method of Voting

15. Where elections were contested the issue was decided either by a show of hands (thirteen Divisions) or by asking qualified voters to line up behind the rival candidates (nine Divisions). Although the qualifications required of voters were laid down in the Regulations, they were normally only checked when an election was contested and then only at the request of one of the candidates.

16. In general the number of persons required to be elected by a primary electoral area varied from one to nine. One area in Kukuruku Division, however, was required to send forward as many as fifty-two candidates. Burutu Township had to elect forty-five persons, though in that case only twenty-five turned up at the electoral meeting, and as attendance at the meeting was one of the requisite qualifications for candidature the Township was not represented by more than that number in the intermediate college. There were thirteen Divisions in which a number of vacancies remained unfilled, though the Regulations provided that in such an event no further election was necessary. One village in Okitipupa Division, entitled to elect twenty-eight persons, elected only two, and at least one village entitled to representation produced no candidates at all.

Complaints

17. In view of the rough and ready manner in which the primary elections were conducted it is perhaps remarkable that only eleven complaints were made against the Returns, and five of these came from one small town—Ikenne, in the Ijebu Remo Division, where the President of the Action Group was to enter the intermediate electoral college by virtue of his membership of the native authority and the rival party was anxious to bring about his defeat at that level.

Complaints in Ikenne

18. The first complaint was that about half the supporters of the candidate declared elected were not qualified. The second was that some of the supporters of the rival candidate to the complainant were not qualified, that the complainant's name was originally written down as being duly elected but that his name was later crossed out and the other candidate's name substituted. The third was that the complainant's name was originally written down as having been duly elected, but that later his rival's name was substituted ; further that the Returning Officer had not checked the qualifications of the elected candidate's supporters. The fourth complaint was that the complainant had more voters on his side than the candidate who had been declared elected. The fifth complaint was that some of the supporters of the elected candidate were not qualified and that the Returning Officer had failed to examine the qualifications of the voters.

19. To hear these complaints the District Officer of the neighbouring Division was appointed Assistant Electoral Officer. Counsel appeared for both sides and at one time there were in all thirteen lawyers taking part. Each side called such witnesses as it desired and, in addition, the Assistant Electoral Officer required the Returning Officer concerned and his clerk to give evidence. Four full days were spent in hearing these five complaints. The fourth complaint was dismissed, but the other four were successful, fresh elections were ordered, and the original Returning Officers were replaced by Administrative Officers.

20. Undoubtedly these complaints arose on account of the intense party feeling in the town and the fact that the two rival parties were in approximately equal strength. Much of the trouble was also due to the fact that the original Returning Officers, the traditional Quarter Heads, who were appointed at the wish of the Ikenne people, were in every case old, illiterate, and quite unable to keep control of somewhat rowdy meetings.

Other complaints

21. Of the six complaints from other parts of the Region only one was upheld, making a total of only five complaints upheld in the whole Region out of a total of over 9,400 seats—that is approximately 0·05 per cent.

22. It should be explained that except in one or two areas in the Colony Divisions there had been no registration of voters prior to the election, so a considerable responsibility fell on the Returning Officer who had to decide during the heat of the contest whether the rival voters had the requisite qualifications.

INTERMEDIATE ELECTIONS

23. There were a total of 240 intermediate electoral areas in the Region, thirty-six of which were in the Kukuruku Division of the

Benin Province. Details of the composition of each are given in the First Schedule to the Electoral Regulations.

The Composition of Intermediate Electoral Colleges

24. The intermediate electoral areas normally correspond to Native Authority areas, either superior or subordinate, though in some cases, such as in the Ijebu Province, it was found more convenient to adopt other units. The Regulations provided that the membership of each intermediate electoral college should consist of the native authority members of the area plus an equal or greater number of persons elected at the primary elections. (As it happens only thirty of the eighty elected members of the House of Assembly entered their intermediate colleges as native authority members). This provision resulted in great variation in the size of intermediate electoral colleges. The smallest, that of Iddo-Irappa District in the Ekiti Division, had a total of three members ; on the other hand, that of the Igarra-Akoko in the Kukuruku Division had a membership of 478. (In the latter case the subordinate native authority council had not yet been reorganised and had a nominal membership of 238).

25. The intermediate elections were conducted with a far greater degree of formality than the primary elections, and in all cases there was nomination followed, if necessary, by voting by secret ballot. The presiding officer was normally an Administrative Officer, but where there was a large number of intermediate units in one Division, this duty was also undertaken by Departmental Officers—in one case by a sociologist working in the area.

26. The period fixed for the holding of the intermediate elections was 10th to 13th September, inclusive, and as far as possible elections were held in one of the first two days of that period. In the case of Benin Division it was necessary for the Governor to postpone the holding of the elections until December owing to the state of political unrest which was prevailing in the area at the time. They were subsequently held towards the end of November.

Plural Voting

27. As indicated in Column 6 of the First Schedule to the Electoral Regulations, some intermediate colleges were required to elect very large numbers of representatives to go forward to the final college. Ibadan, for instance, had to elect eighty-five. That this, in the event, caused so little confusion is a tribute to the skill with which the presiding officers organised and conducted the elections. In this respect it is perhaps fortunate that party politics played so prominent a part in some intermediate elections, resulting in members bringing with them into the polling booth a list of the names of candidates approved by their parties.

28. The tendency in many intermediate elections was to underestimate the time needed by a voter to complete his ballot paper. The Ibadan Town intermediate college, for instance, had a membership of 174, and, as stated above, had to elect eighty-five persons to go forward

to the final college. Six polling booths, each with a senior service officer in charge, had been set up in the hall where the meeting took place, but it was soon realised that this number had to be increased and at least twenty extra booths were hastily improvised. Several literate voters took at least an hour to record their eighty-five votes, even with the aid of party lists, and one of them actually took well over two hours. It was much quicker in the case of illiterates, or semi-illiterates, who asked the polling officer to help them with the recording of their votes. They handed him their party list, he read it over to them for confirmation, and then marked the ballot paper accordingly.

Nomination

29. The Regulations provided that nomination of candidates for election to the final college should take place at the commencement of the meeting of the intermediate electoral college after the presiding officer had satisfied himself that only duly qualified persons were present. Every candidate for nomination had to be nominated orally by two members of the college and he had to express his willingness to stand. The usual practice was to record nominations on a black-board, and it was laid down in the Regulations that at least half an hour had to be allowed for the period of nomination. Thereafter, if an election was necessary the chairman adjourned the meeting to make the necessary preparation for the holding of the election. In the case of Ibadan Town, Ikale District (Okitipupa Division), Southern Oyo District, and Warri Town it had to be arranged for nominations to be on one day and elections the next. Elsewhere it was possible, with a short break, to complete the process of nomination and election on the one day.

Ballot Papers

30. The ballot paper took different forms and was normally either printed or cyclostyled. Sometimes lists of all the members of the college had been prepared beforehand and before being issued as voting papers the names of those not nominated were scored out. Where the number nominated was small, it was usually possible to prepare ballot papers during the adjournment. There was of course no difficulty about this where the meeting had been adjourned until next day.

31. In parts of the Okitipupa, Ekiti, Epe, Ijebu, Western Ijaw, Warri, Asaba, Ikeja, Ijebu Remo and Ishan Divisions it was found possible for one officer to preside over two intermediate elections on one day, but this was the exception rather than the rule.

32. There was great variation in size of the intermediate electoral areas and in some of them certain members found it necessary to spend a night or two away from home.

Assistance to Illiterate Voters

33. There had been a certain amount of criticism before the elections took place about the arrangements which were being made for the recording of votes by illiterates. It had been decided that when

he had asked for assistance an illiterate should whisper the names of the persons for whom he wanted to vote to the polling officer and that the latter should then, in the absence of witnesses, mark this ballot paper for him. In the event this arrangement proved to be entirely satisfactory and gave rise to no complaints.

Popularity of Secret Ballot

34. The general impression is that the secret ballot at the intermediate level was very popular. Voters were undoubtedly assisted by the party lists.

Need for Reform

35. If intermediate electoral colleges are to be retained it is strongly recommended that if possible the present great variation in their size should be reduced and that the number to be elected by each should be small. This may well necessitate a reduction in the size of the final electoral colleges, but that need not necessarily be a bad thing. A suggestion that the Regulations should be amended so that nominations to the final college take place two or three days before the day fixed for the election has widespread support among officers responsible for conducting the 1951 elections. Apart from allowing more time for the preparation of ballot papers, it would enable Electoral Officers to concentrate their staff on those areas where elections were to be contested.

FINAL ELECTIONS

36. Except in the Benin Division and in Lagos, the final elections took place throughout the Region on 24th September. Those in Benin were held on 6th December and in Lagos on 20th November.

37. The conduct of the final election was a relatively simple affair. Nomination had closed five days before election day, and proper ballot papers had been prepared, in several cases printed.

38. In most cases the election was all over in under three hours. The Electoral Officer, Ife Division, conducted his election without senior service assistance (the college had only fifty-three members); elsewhere Electoral Officers had anything up to seven senior officers to help them. Similarly the number of polling booths varied from one, in the case of Ife, to six in Ibadan.

39. There was still a fair degree of illiteracy amongst the members of the college—an average of 40 per cent, ranging from an estimated two per cent in the case of the Oshun Division to 85 per cent in the case of Epe. As for the intermediate elections illiterate voters whispered their votes to the Polling Officer.

All Elections Contested

40. All Elections were contested, and considering that party politics played their part very prominently at this level there was a remarkably large number of candidates for the seventy-five places

available to the Divisions outside Lagos. There were 201 candidates in all, fifty-one of whom forfeited their £25 deposits by obtaining votes equivalent in number to less than one-sixth of the number of members of the college present at the electoral meeting.

41. A printed Certificate of Election, signed by the Electoral Officer, was subsequently issued to each successful candidate. The intention is that in future such letters should be issued before the electoral college disperses. These certificates are of value as a means of introducing new members to the officers of the House of Assembly.

No Petitions

42. Not a single petition has been lodged regarding the conduct of an intermediate or a final election.

EXPENDITURE ON THE ELECTION

43. Apart from the cost of certain printing undertaken by the Government Press, Ibadan, the sum of £750 was sufficient to cover all expenses in connection with the election—the making of approximately 250 ballot boxes, the purchase of padlocks for the boxes, screens, and six Roneo Duplicators for issue to Divisions which had no duplicating machinery.

44. Except in the Colony Divisions no travelling or attendance allowances were paid in respect of the intermediate and final elections.

KEEPING ORDER AT MEETINGS

Use of Police and Court Messengers

45. At the primary elections there were usually no police present at all—sometimes a single constable or a court messenger. Except at the intermediate election for Ibadan Town, when a total of sixty police were on duty rarely more than six police were present at any intermediate election, and sometimes none at all. This was also true of the final elections.

46. There were practically no cases of misconduct at any level. A member misbehaved at an intermediate election in Okitipupa Division and was ejected, as were five non-members of the college who had entered the meeting place. There was a certain amount of shouting and mild brawling in Ikenne (Ijebu Remo Division)—*vide* paragraph 17 above. There were also numerous cases of hooliganism in the Benin Division, but nothing serious.

ELECTION OFFENCES

47. Three charges of rendering false returns were made against Returning Officers at primary elections in Ikenne by the leader of one of the political parties, but the cases were struck out by the magistrate owing to the non-appearance of the complainants. Otherwise, there were no complaints of election offences at any level.

APPENDIX B

Elections in Northern Nigeria*

by C. R. NIVEN, M.C.

IN some of the Provinces the elections were simple, though they were of course quite novel and people had never voted before. They were held amongst people of the same type, of the same language, of the same religion, and of the same culture. But here in the Plateau Province of Nigeria the position is far different. Here we have a great variety of tribes, of languages and extremes of culture. Conditions vary. There are big villages nestling high up in the escarpment, sprawling villages minutely sub-divided by cactus hedges, hamlets and indeed individual farm compounds scattered across the open plains.

The people too alternate from the Muslim mine worker and southern artisan to the stark "pagan," as wild a figure as you can see anywhere.

A quarter of a million of such electors chose rather more than 7,000 representatives in the first stage of the elections. It was not possible, owing to the way in which village units were made up, to go straight to the next step of the pyramid and so in some places a bye had to be played in the line of Electoral Colleges. This reduced the number on the next general level of the elections to about 5,000. These 5,000 "District" College members elected 500 to the Divisional level. There are five Divisions in the Province, with populations ranging from Jos and Pankshin Divisions with round about 185,000 to Jemaa with 50,000. The calculations for the electorate were made entirely by population and the membership of the Divisional colleges varied accordingly. This 500 produced 54 to go to the Provincial College at Jos. Of these the largest number was 19 from one Division and the smallest 4. The Provincial College was strengthened by the addition of ten per cent of its total (i.e. 6 men) selected by the N.A.'s in the Province. I presided over the meetings of this body, which had to select five men to go through to Kaduna, to the House of Assembly.

The position was further complicated since there are three towns in this Province where the population is definitely advanced and sophisticated. These three were divided into thirty-odd Registration Areas, in which voters were required to register and in which individual polling took place. This polling has now received the name in the country of the "whispering vote," because electors told the Returning Officer privately the names of the people they wished to vote for. But, as it was laid down that individual votes would be cast in Registration Areas and as quite large numbers of people were elected in each and as a large proportion of voters were illiterate, it was easier to do it this way.

The ordinary village primaries were public meetings of the electors whose voting was by show of hands or other visible means or sometimes by acclamation or, in some cases, rendered unnecessary by lack of competition.

* Reprinted from *Corona*, May 1952, by courtesy of the Editor.

In the towns there was a considerable degree of electoral enthusiasm at first. In some places about 60 per cent of the electors *registered* but as time went on this enthusiasm waned, and the final vote was very much smaller than we thought it would be. There was only one political party, the N.C.N.C., at work in the area. Its members worked very hard and very fairly and they were able to get a large number of their candidates returned. Most of them, however, were defeated in the later colleges. Groups of Registration Areas, of course, counted as Districts, and so returned members to the Divisional Colleges. There were no politics outside the towns.

At the final college the proceedings were extremely good humoured. The first thing I did was to call the roll of those entitled to be present. Each man got up and turned round so that all the others could see him. He explained who he was and what he did. One or two of the more enterprising pointed out physical peculiarities—"I am the man with the big moustache" : "I am the little man" : "I am the man with glasses." It must not be forgotten, of course, that not only were the people from each Division strangers to each other but many of the Divisional Representatives were strangers to the people with whom they came.

They were then given a day to get to know each other and on the following morning the whole College gathered again in the Reading Room. This time I asked for nominations. As everyone jumped to their feet and started shouting names, the only thing to do was to take them row by row. After only four rows I had 27 names. I pointed this out but more names were suggested. In the end we had 57 nominations out of 60 people. I said that this was rather invidious so they kindly nominated the last three.

In the afternoon they met again to vote for five names out of all these nominations. Each man was given a list of all the names. One by one they came into a little room and put crosses against those they wished to elect : they then put the paper into a sealed box. Three or four of them could not write and I put their crosses for them. When all were finished the ballot box was opened before them all and the votes were counted—very exciting it was, too. There was evidence that good sense had arranged a reasonable representation for the Province, though it was spoilt to some extent by odd votes—presumably where the voter had voted for himself, without any chance of success. The result could scarcely have been better, three Divisions had one representative each and one had two representatives : it was bad luck that the fifth Division only got close to success without achieving it. The highest number of votes fell to a Mission Pastor, then there were three N.A. Officials, a Lands Ranger, a Chief Scribe and a Dispensary Attendant, and the fifth was the paid Secretary of a Political Society.

These five men have been sworn in as members of the House of Assembly at Kaduna. Their first duty was to take part in the election of 40 men from the House to join with 40 from the House of Chiefs, together forming the Joint Council. The duty of this body was to

choose 68 Northern Representatives to go to Lagos to take their places on the House of Representatives. The Constitution ordained that one Chief and one member of the House of Assembly should be selected to go to Lagos for each Province. With twelve Provinces this made 24 representatives. The remaining 44 could be chosen at random from the membership of the two Houses. It is interesting that the final result gave a very fair distribution of seats over the north ; almost every Division got in.

It has been said that the Northern Representatives are of a conservative type. This is true in general but, in fact, their conservatism covers a wide range. There are among them men of good intelligence, progressive within definite bounds. Some have much N.A. experience but lack practical knowledge of the world beyond their boundaries. Others, of course, are rooted in the past : others have a cloudy Utopia shimmering before their eyes. Most of them have ability and a tendency to regard problems in the round with a clear and lucid mind. They are not easily swayed and all are suspicious of strange doctrines and dogmas. It has been a shock for some of them to leave their little jobs for this highly paid publicity—they get £400 a year.

The sittings of the House of Assembly have been marked by those characteristics. The Debate on the Budget for next year has, all the way through, shown certain members as being men of enquiring dispositions, tenacious and fearless in debate. Some are carried away by their own eloquence but even the most excitable have produced able and intelligent speeches on some subjects.

Some do not appear readily to trust an official reply. There are also those who are prepared to take for gospel truth any official statement which is made to them. There are those also who merely sit still and say nothing, but during the ten days debate less than ten per cent were entirely silent.

On the whole the House is very much like other representative bodies and is influenced by the same motives. They are lucky in having a beautiful new building of a design and finish unusual in Colonial architecture. Groups of domes give its whiteness a charming appearance : within, there are acoustic tiles, which make speaking a pleasure, set off by fine local panelling.

APPENDIX C

Statement of Revenue and Expenditure 1943-51

(Excluding Colonial Development and Welfare)

	1943-44	1944-45	1945-46	1946-47
	£	£	£	£
Ordinary Revenue	10,693,984	11,022,221	12,760,958	13,864,879
Ordinary Expenditure	8,431,777	8,999,219	9,576,783	11,263,265

	1947-48	1948-49	1949-50	1950-51
	£	£	£	£
Ordinary Revenue	17,442,691	22,000,513	28,472,560	30,522,781
Ordinary Expenditure	16,032,038	22,992,573	25,215,393*	27,018,170*

* Includes allocations to the Regions of some £7½ million in 1949-50 and £9¼ million in 1950-51.

APPENDIX D

RECEIPTS FROM CUSTOMS AND EXCISE AND DIRECT TAXATION 1943-51

	1943-44	1944-45	1945-46	1946-47
	£	£	£	£
Customs and Excise	4,897,411	5,242,430	5,664,008	7,094,527
Direct Taxes	2,382,743	2,205,385	3,319,830	2,469,216

	1947-48	1948-49	1949-50	1950-51
	£	£	£	£
Customs and Excise	9,129,232	12,622,677	17,195,312	18,161,131
Direct Taxes	3,748,337	3,776,843	4,830,448	5,343,959

APPENDIX E

STATEMENT OF DEPARTMENTAL EXPENDITURE 1943-51

	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51*
Agriculture . . .	£ 278,173	£ 323,864	£ 339,501	£ 371,861	£ 517,721	£ 564,661	£ 404,058	£ 502,360
Education . . .	481,226	485,113	615,663	861,135	1,390,700	1,821,373	2,080,621	2,446,917
Forestry . . .	105,401	94,709	105,960	131,369	148,373	144,442	143,191	180,512
Land Survey † . . .	63,767	96,324	79,094	129,414	{ 171,219 80,384 }	{ 95,533 110,751 }	{ 198,327 126,734 }	{ 163,255 173,652 }
Medical (including Sleeping Sickness) . . .	642,131	676,636	732,203	846,519	1,142,813	1,364,223	1,469,280	1,745,879
Public Works (including Recurrent Maintenance Works and Services) . . .	854,005	754,099	1,078,065	1,294,707	1,675,909	3,355,507	3,581,105	3,635,762

NIGERIA

Accounts were regionalised in 1948-49 and figures from that year onwards include regional expenditure.

These figures do not include expenditure under the Development Plan.

* Provisional figures.

† Two departments since 1947-48.

APPENDIX F

University College, Ibadan

ADDRESS BY THE PRINCIPAL AT THE FIRST MEETING OF THE ACADEMIC BOARD, SESSION 1951-52

I wish to tell you of certain recent developments in the College, and of important matters which will arise during the coming session. In this way I hope to keep you fully informed, so that later we may discuss matters of College policy against a proper background.

Administrative Appointments and Resignations. First, on your behalf, I give a warm welcome to our new Registrar and Secretary, Mr. W. A. Husband, T.D., B.Com. (Dunelm), A.C.I.S. I know I can assure him that you all will do your best to help him in his important and difficult work.

Since our last meeting, Sir Sydney Phillipson has taken up his duties as Chairman of the Council of the College. Those who have been associated with him in this period have been most impressed by the strenuous way in which he has tackled his duties, and with the patience, tact and wisdom with which he has handled all situations. Sir Sydney will pay several visits to the College during this year, and during these visits, a separate house will be provided for him. It is proposed that the Academic Board Dinner to Sir Sydney should take place on Foundation Day.

We all regret that our Vice-Principal, Professor J. P. Andrews, has submitted his resignation from the College following his appointment as Principal of the Kumasi College of Technology in the Gold Coast. He will remain with us for this term, and we hope to have further visits from him during the remainder of the session. I am sure you wish me, on your behalf, to offer him our congratulations on this important appointment, and our thanks for all he has done for this College during the period he has been at Ibadan. I personally would like to say how much I appreciate all he has done to help me, and to help the administration generally.

Glasgow Visit, Vacation Activities. In June I had the honour of attending the 500th Anniversary Celebrations of the University of Glasgow as your representative, and of delivering our address, beautifully engrossed on vellum in English, Ibo, Hausa and Yoruba and contained in a scroll of Nigeria leather.

As you know, College history was made when the Council met, not at Ibadan but in London in June. On this occasion my wife and I had the honour of entertaining the Secretary of State for the Colonies and Mrs. Griffiths to dinner, and of presenting the Council to them.

Conduct of College Business. In the coming year it is the intention of the Chairman of Council, the Registrar and myself, to do all that is

possible to make the administration of the College work smoothly, in order that the academic work of the College can be carried out to the best effect. I am sure that all members of the Board will give us their help and support, and will remember that we are working for the advancement of the whole College and not of any section of it.

We are all aware that we have not yet, in the Academic Board and elsewhere, evolved an efficient system which allows proper discussion and consideration of important problems without undue delays. I do not wish anything to be done to curtail informed discussion, but at some of our prolonged meetings lack of time and lateness of the hour result in important topics low down on the agenda being dealt with too hurriedly. I intend that, except in cases of emergency, no new matter be introduced before this Academic Board without proper documentation, and if possible only after prior consideration by a sub-committee. This should ensure that important matters are properly considered, and our discussions are more likely to be fruitful. We must evolve a proper balance, where necessary matters are fully discussed, but without overburdening ourselves with too much time-consuming committee work. I hope that we will discontinue our practice of adopting wholesale the minutes of faculties and other committees. Most faculty business which is the concern of the Academic Board should reach the Board in the form of concrete resolutions, and the minutes should, in my opinion, simply be tabled and received.

Finance. Last session this Academic Board was gravely concerned with the financial position of the College. Methods of providing adequate funds for future years are being considered by the Council and the Government. In the meantime the Nigerian Government has made a special grant to wipe out our accumulated deficit as estimated up to the end of this financial year. This generous action places a heavy responsibility on us all, and we must ensure that our future plans cannot be represented as extravagant and wasteful. We must also make sure that all estimates, departmental and otherwise, are not under any circumstances exceeded.

Visitation by the Inter-University Council. Though a cautious financial policy is necessary, the College must continue to develop, and we are fortunate in that the best possible advice will be available to us to help to direct our course. On the invitation of the Council, the Inter-University Council for Higher Education in the Colonies is arranging a Visitation which we expect will occur in December or January next. The Visitation will comprise three members of Vice-Chancellor or similar status, and we hope will be accompanied by Mr. Walter Adams. They will spend about ten days in Ibadan, and their report should enable us to prepare a blueprint for the next few years, much in the way universities in Britain make use of the help and advice from the University Grants Committee Visitations each quinquennium. Before the Visitation we have a great deal of work to do, preparing documentation and discussing plans. The Board must decide how best to give

effect to this. We must all play our part in giving the visitation a favourable impression, not by trying to conceal our difficulties and disappointments (they will be shrewd enough to see these for themselves) but by showing what we have accomplished, and that we believe that we are engaged in a worthwhile task. Sir Alexander Carr-Saunders, Director of the London School of Economics, Chairman of the University of London Senate Committee on Higher Education in the Colonies and Chairman of the Inter-University Council, will also be visiting us in November, and will, I hope, help to prepare us for the Visitation.

College Constitution. The draft of the new College constitution has been circulated to the Board, and comments have been received from some members. These, and recommendations from the Inter-University Council and others, are being collated, and will be reported shortly to the Board.

This Board is the sovereign body in all academic matters, and its position must not suffer encroachment from any direction, but I hope we will be able to make junior lecturers and other members of staff feel that they have a part to play in the government of the College.

Staff Conditions and Recruitment. Our Chairman has undertaken to review the contracts of service within the College, not with the intention of imposing new conditions on members, but to remove existing anomalies. We have already drawn his attention to the fact that the normal security which is a feature of most university appointments is not included in Ibadan contracts because of the historical accident that these originate from Colonial Office procedure. It is hoped that this and other difficulties which may sometimes cause feelings of insecurity may be eliminated.

The Inter-University Council recently brought up the question of our annual overseas leave, and the College Council has invited the Chairman and myself to consider it. There are two points at issue, first the expense of annual leave (passages add over 10 per cent to our budget), and secondly the undesirability of academic institutions being virtually closed for several months during the long vacation. It has been noted that this College is far from dormant during the long vacation, but I think we could in some departments improve our system of "staggering" leave with advantage, and I am sure that we must make more strict regulations about the dates when staff may be absent from Ibadan. The College administration and the clinical departments already try to avoid any periods when they are not fully functioning ; next year I hope that increased staff will allow the office here in Ibadan and our London office both to work efficiently right through the vacation. I shall insist that in any discussions of this question of annual leave it will be understood that existing contract must be honoured to the full, but with that proviso I think we should consider any suggestions for the possible improvement of the College.

Departments in all Faculties have outstanding staffing difficulties.

These are not, I hope, insuperable, but we must overhaul our mechanism for selection and appointment. We have always received much help from the Inter-University Council and the University of London, but I hope to work out with the Registrar a system whereby effect can be given to our wishes more expeditiously than has been the case in this Long Vacation. I think that in the case of probationary appointments of assistant lecturers, more discretion should be given to heads of departments. For other appointments I think that the Board should delegate its powers to selection committees appointed for each vacancy a system which works well in our sister university colleges. The system agreed for Chairs, in which a joint committee of Council and Board is set up, seems satisfactory. Incidentally such a committee for the Chair of Physics must be set up shortly. We must also make sure that our conditions of service are always such as to attract suitable candidates.

Problems of Clinical Teaching. Last year we were all aware of the difficulties of the Faculty of Medicine, in particular that facilities for clinical teaching of a kind acceptable to the University of London were not available in Nigeria. The twelve students who had started their clinical course have been sent to London to complete it; we are greatly indebted to the University of London and its twelve medical schools for helping us so greatly by admitting these students. This College is now faced with the task of seeing that a similar situation does not recur.

The Academic Board will wish to be kept fully informed of the progress of the Medical School. They should know that there are still serious deficiencies in the staff of the preclinical and clinical departments. In order, among other things, to improve recruiting, the Council at its meeting in June gave full effect as from October 1st 1951 to the salary scales for preclinical and clinical medical appointments, which were recommended by this Board in November 1950.

I believe that every effort is being made to improve the facilities for clinical teaching. You know that the Nigerian Government has provided the sum of £1,500,000 to build the teaching hospital, the planning of which is proceeding, and the timetable proposes that this should be functioning in part before October 1953. An ad hoc Committee of the University of London is advising on all problems concerning the hospital, and I hope that we will nominate a representative of our Faculty of Medicine to represent us on that committee. You will receive from time to time progress reports from the committee of the Academic Board set up to consider problems relating to the hospitals. I hope that the Board will give the fullest consideration to those problems which actively concern it, and that we will use our influence to see that those questions regarding the hospitals which are not strictly our concern but which are nevertheless of such importance are dealt with efficiently by the proper authorities. There will be in November an informal visit by Dr. T. C. Hunt, and we look forward to receiving his advice on our many problems and difficulties.

Building Programme. Our permanent buildings on the new site are making good progress, and the Architects expect that the first Hall of Residence will be completed by January 1952, and by June 1952 all buildings except the Library and Assembly Hall should be erected. We must therefore consider how our move to the new site can best be made most smoothly.

Examinations. Some disappointment has been expressed with the results of this year's Degree and Intermediate examinations, though some press comments on the number of failures were greatly exaggerated. It is gratifying that the examiners in London have, nevertheless, commented on the high standard of instruction even in subjects where the results seem least satisfactory. In future years I hope that we will agree to adopt the suggestions of the University of London regarding the marking of papers, and the holding of College Examiners' meetings before sending the scripts to London. I think that, without any lowering of standards, careful consideration within the College of certain candidates, taking an overall picture of their performance, may give more satisfactory results.

While not wishing to criticise the work of the Entrance Board (which had not started to function—when most of this year's candidates were admitted), I am not sure that we have as yet solved the difficult question of how best to select our students, in particular how to distinguish between the potentially good students from the poor school and the fundamentally indifferent individual with a better grounding. We know that it is a mistake to make entry too easy, so that we admit students unable to profit from the course, but British universities have given places to students whom we have refused, so the matter does need some study. I shall ask the Academic Board to set up a special committee to analyse all the data now available, to see whether the situation can be improved. I may mention in passing that two Colonial university colleges select their students simply on the results of the Cambridge School Certificate Examination, and do not think that a further special examination is worth the trouble it entails.

We are considering later problems which arise due to the introduction of Higher School Certificate courses in some schools ; incidentally we have in the past officially encouraged this development, so must be careful to avoid any decision which will cause confusion in Nigeria. We should remember that no university degree course should be less than three years, so even if Higher School Certificate exempts students from our Intermediate Examination, it may be necessary to evolve a new type of degree course of suitable duration. I think we should consider such new courses, including the place of Special Honours and the desirability of "General" courses with different levels of achievement in the different subjects. Knowing how long it may take to obtain sanction for a new syllabus, consideration of these problems cannot begin too soon.

Student Welfare. Finally, I hope that this year plans can be made to

improve the welfare and education, in the widest sense, of our students. It is felt in Britain that the "Redbrick" universities, including in this group London, have failed to a great extent in their obligations to their undergraduates, and that they are becoming little more than degree-granting cram shops. Even the older residential universities are becoming increasingly aware of their growing deficiencies. In Nigeria we have a greater responsibility than ever for our students, and the knowledge that our efforts are likely to be amply rewarded. The time has come for us, and for the undergraduates, to consider a fundamental revision of the constitution of the Students' Union. I believe that our Halls of Residence Committee, which has a membership of both staff and students, may do something to put us on the right lines, but this is only one approach to a fundamentally important subject. I hope that we will all come to feel that we, the Senior Members of this University College, have responsibilities not only as teachers and as research workers, but that we must do everything in our power to guide and nourish those who are *in statu pupilarii*.

APPENDIX G

Sport in Nigeria, 1951

by J. R. BUNTING

(Chairman, Amateur Athletic Association of Nigeria)

The past year has been one of progress and consolidation in every branch of sport in the country, and several Associations can look back with pleasure on the best year in their history.

By the end of 1951 it was certain that Nigeria would be breaking new ground by taking part in the XVth Olympiad at Helsinki in the following July. The Nigeria Olympic and British Empire Games Association, formed a little over a year ago, was recognised by the International Olympic Committee, and an appeal launched by our Patron, His Excellency the Governor, was very well received. A target of £4,000 was set, and soon after the end of the year this amount was over-subscribed. It is pleasing to record that donations came in from all over the country, and that this appeal, unlike others made in the past, was supported more by individuals and clubs than by large firms and commercial houses.

The decision to send a team of athletes to Helsinki followed a most successful year in athletics, highlighted by the visit of the famous West Indian athletes, Arthur Wint and MacDonald Bailey. Their performances on the track, and their generous help to athletes, under graduates, and schoolboys in their spare moments raised tremendous enthusiasm. The full effect of their visit cannot be estimated, but the immediate result was a record number of athletes qualifying for the All Nigeria Championships, and the setting up of ten new Nigerian records and eight new Nigerian native records, some of which will bear comparison with the best performances yet produced in countries with longer athletic traditions. The Association's membership has also grown, and there are now 74 affiliated clubs.

Significant, too, was the enterprise behind the formation of the Women's Amateur Athletic Association of Nigeria, which held a highly successful and well-attended first meeting in Lagos.

In December there was a welcome prelude to the Olympic year when, with the generous help of the British Council, Mr. J. A. Jeffrey, the O.U.A.C. coach, came out for several weeks on a most helpful visit.

The Nigeria Football Association, with 28 member associations representing some 600 clubs, had an excellent season. Competitions were organised all over the country, and a record gate of nearly 10,000 saw the Railway (Lagos) side defeat the Plateau XI by 3-2 in the Governor's Cup final. The Aba and Benin XI's won the other provincial championships. In the off-season, considerable improvements in lay-out and accommodation were made to the King George Vth Stadium at Lagos which will now hold over 15,000 spectators.

Since the formation of the internationally recognised Nigeria Hockey Federation, the popularity of hockey has been increasing steadily. In the League, Barclays Bank led with King's College as runners-up, whilst King's College defeated H.Q.N.D. in the final of the knock-out tournament. There are now 17 teams in Lagos, and the game is being played fairly regularly in centres as far apart as Umuahia, Kano, Ibadab and Calabar. A sufficiently high standard has been reached for the Federation to consider planning a visit to the London area and Holland in 1953.

Cricket has, of course, been long established here, and is played on matting. The usual inter-colonial matches took place with Nigeria victorious in both games against the Gold Coast, whilst the Elmore Cup Competition, with which the season closes, again provided several entertainingly close games before the Dyaks XI triumphed. A significant development during the year was the formation of a Cricket Board of Control.

Tennis thrives, and there were good entries for the usual Grass and Hard Court Championships in which the women of Nigeria are now beginning to take part.

Polo, too, continues to have its keen devotees, particularly in Lagos and in the North.

Throughout the country the increasing popularity of sport is reflected in the building of sports arenas and the planning for similar facilities where they do not already exist. In Lagos in particular a stadium is under construction which, when complete, will enable Nigeria to hold international games on a large scale. There is little doubt that in all the major games the time is rapidly approaching when the country will be able to welcome more teams from elsewhere in Africa and further afield, and provide the visitors with good keen sporting competition.

Nineteen hundred and fifty-one, then, has been an excellent year, but the best is yet to come. There is undoubtedly much undiscovered talent here, and in 1952 this report will most certainly record further discoveries, fresh enterprise, and more progress in Nigera's advance in the world of sport.

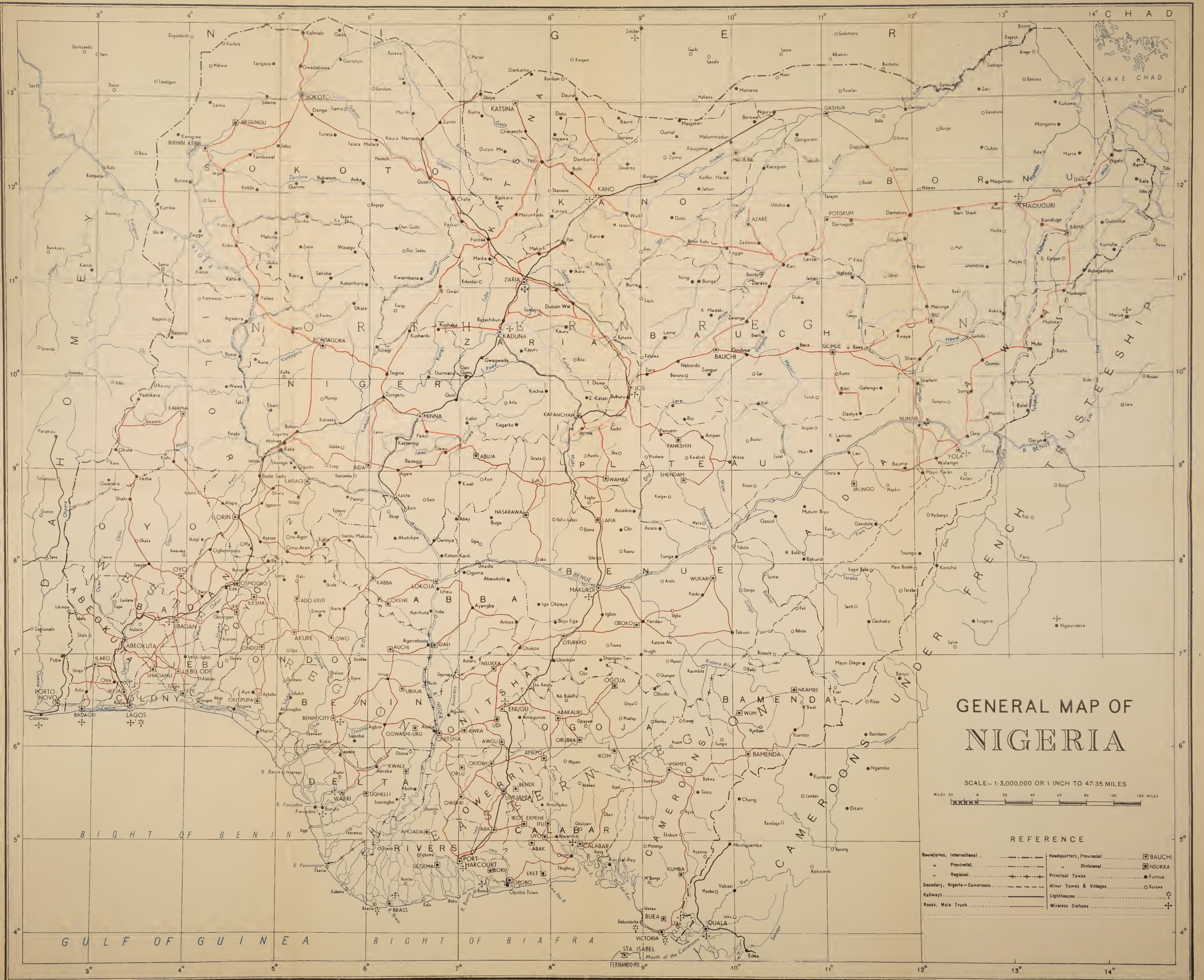
APPENDIX H

Colonial Development and Welfare Schemes, 1951

No.	Title	Total Estimate 1951	C.D. & W. Allocation 1951	Comments
		£	£	
D 1751	Agriculture	681,228	536,540	75% C.D. & W.
1752	Building Staff and Plant	179,670	133,500	75% "
1753	Development Officers	94,340	94,340	100% "
1754	Education General	730,600	356,602	75% "
1755	Education Technical	527,568	395,675	75% "
1756	Forestry	95,172	70,367	75% "
1757	Leprosy Control	347,870	184,974	75% "
1758	Medical and Health	1,139,744	698,250	75% "
1759	Rural Training Centre	25,588	19,191	75% "
1760	Textiles	42,583	29,525	75% "
1761	Veterinary	117,334	116,934	100% "
1762	Rural Water Supplies	538,580	492,736	90% "
—	Fisheries	34,470	—	Approval of Secretary of State to revised scheme awaited. Total cost for 1950-52 met by Nigeria.
D 484A	Geological Survey	95,280	25,000	C.D. & W. grant amounted to maximum of £25,000 per annum.
1191	Geological Survey (American Geologists)	5,840	5,840	
1174	Meteorological Service	26,900	26,900	C.D. & W. allocation is made from a total free grant of £67,400 for developing the Meteorological Services of Nigeria.
1381	Nigerian College of Arts Science and Technology	404,242	232,000	C.D. & W. allocation is part of a total capital reimbursement of £190,000.
	Community Development	97,000		The unnumbered Schemes which follow are financed wholly by Nigerian revenue.
	Launch Service	10,000		
	Marine (Staff)	30,670		
	Preliminary Investigations	10,000		
	Social Welfare	72,835		
	Major Industrial Projects	100,000		

APPENDIX H *continued*

<i>No.</i>	<i>Title</i>	<i>Total Estimate 1951</i>	<i>C.D. & W. Allocation 1951</i>	<i>Comments</i>
		£	£	
	University College, Ibadan—Teaching Hospital	75,770		
	Yellow Fever and Small- pox Vaccine produc- tion	24,903		
	Electricity	900,000		
	Marine (excluding Staff)	126,700		
	Telecommunications . .	349,000		
	Urban Water Supplies .	468,370		
		2,000,000		
	Major Extensions to National Communica- tions—Bornu Pro- vince Roads	841,400		
	<i>Research Schemes</i>			
R 109	Physiological Research .	10,315	10,315	
224	Rice	28,186	15,000	
273	W.A. Fisheries	10,740	—	Scheme adminis- tered wholly by Government of Sierra Leone. Nigerian contri- bution only shown
322	Helminthiasis	13,902	9,701	
347	W.A. Road Research . .	3,840	2,320	
382	W.A. Virus Research . .	63,792	52,594	
401	Schistosome—trans- mitting snails	700	700	
424	W.A.I.T.R. (West African Institute of Trypanosomiasis Research)	15,000		Scheme adminis- tered by W.A.I.T.R. Nigerian contri- bution only shown.
433	W.A.A.F.O. (West African Agriculture and Forestry Organ- isation)	15,000		
	W.A.A.F.R.O. (Appoint- ment of Director) . .	5,880	4,780	
320, 342 & 342A	Sociological	1,276	1,276	



GENERAL MAP OF NIGERIA

SCALE:- 1:3,000,000 OR 1 INCH TO 47.35 MILES

MILES 20 40 60 80 100 120

REFERENCE	
Boundaries, International	Headquarters, Provincial
" Provincial	" Divisional
" Regional	Principal Towns
Boundary, Nigeria-Cameroons	Minor Towns & Villages
Railways	Lighthouses
Roads, Main Trunk	Wireless Stations

COLONIAL REPORTS

ANNUAL REPORTS

BASUTOLAND	GOLD COAST	N. RHODESIA
BECHUANALAND	HONG KONG	NYASALAND
PROTECTORATE	JAMAICA	SARAWAK
BRITISH GUIANA	KENYA	SIERRA LEONE
BR. HONDURAS	FED. OF MALAYA	SINGAPORE
BRUNEI	MAURITIUS	SWAZILAND
CYPRUS	NIGERIA	TRINIDAD
FIJI	NORTH BORNEO	UGANDA

BIENNIAL REPORTS

ADEN	*GIBRALTAR	*ST. VINCENT
*BAHAMAS	*GILBERT AND	SEYCHELLES
*BARBADOS	ELLICE IS.	SOLOMON IS.
BERMUDA	*GRENADA	*SOMALILAND
CAYMAN IS.	LEEWARD IS.	*TONGA
DOMINICA	NEW HEBRIDES	TURKS AND
*FALKLAND IS.	*ST. HELENA	CAICOS IS.
*GAMBIA	ST. LUCIA	ZANZIBAR

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